Appalachia

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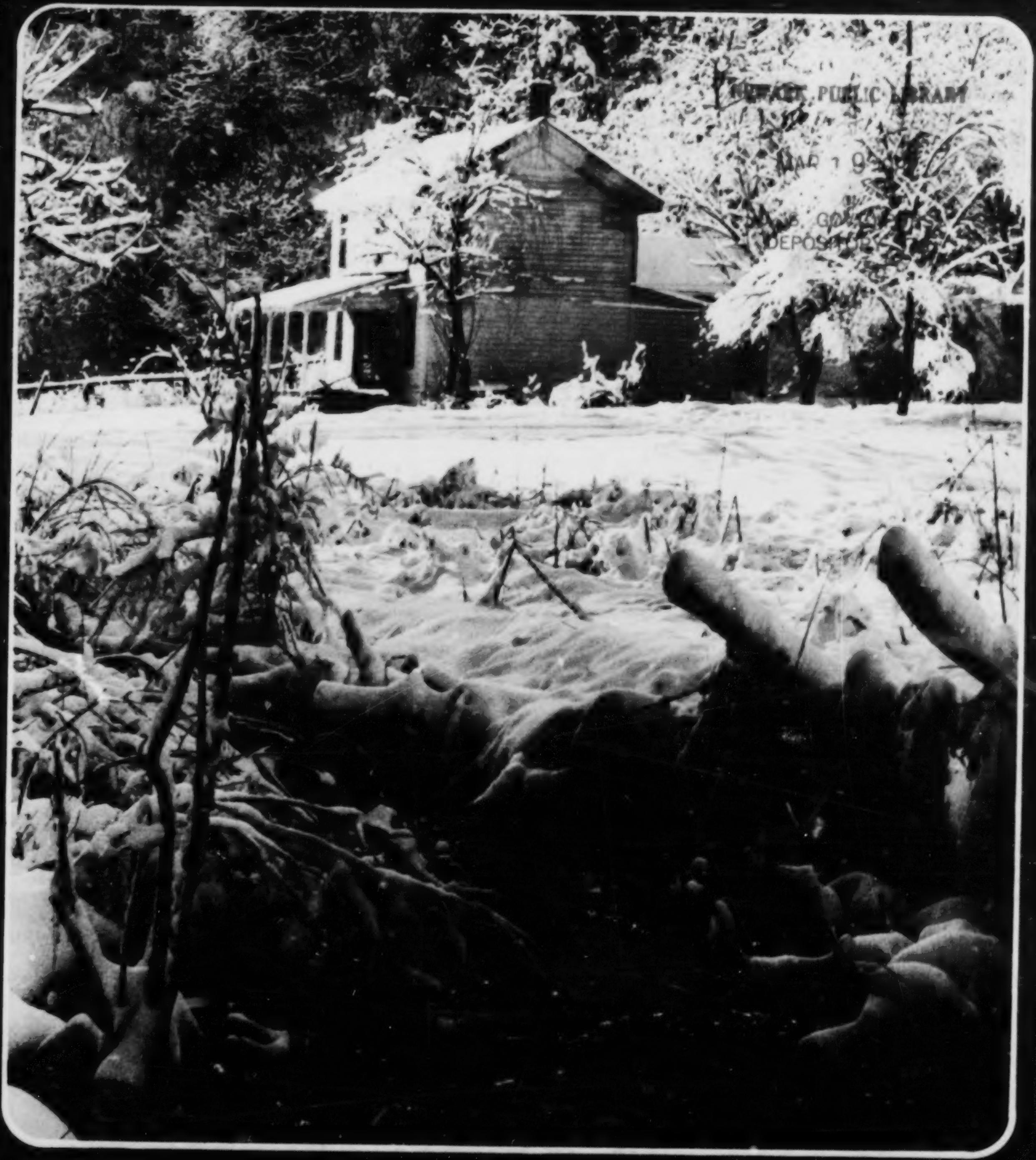

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS
OF REGIONAL DEVELOPMENT

APPALACHIAN REGIONAL COMMISSION

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This Month's Cover

Kenneth Murray

Winter in Scott County, Virginia

Appalachian Governors Propose Finish-Up Program for ARC

Kenneth Murray

Looking toward North Carolina from Roan Mountain near the North Carolina-Tennessee border. This photograph appears on the cover of the "Report to Congress."

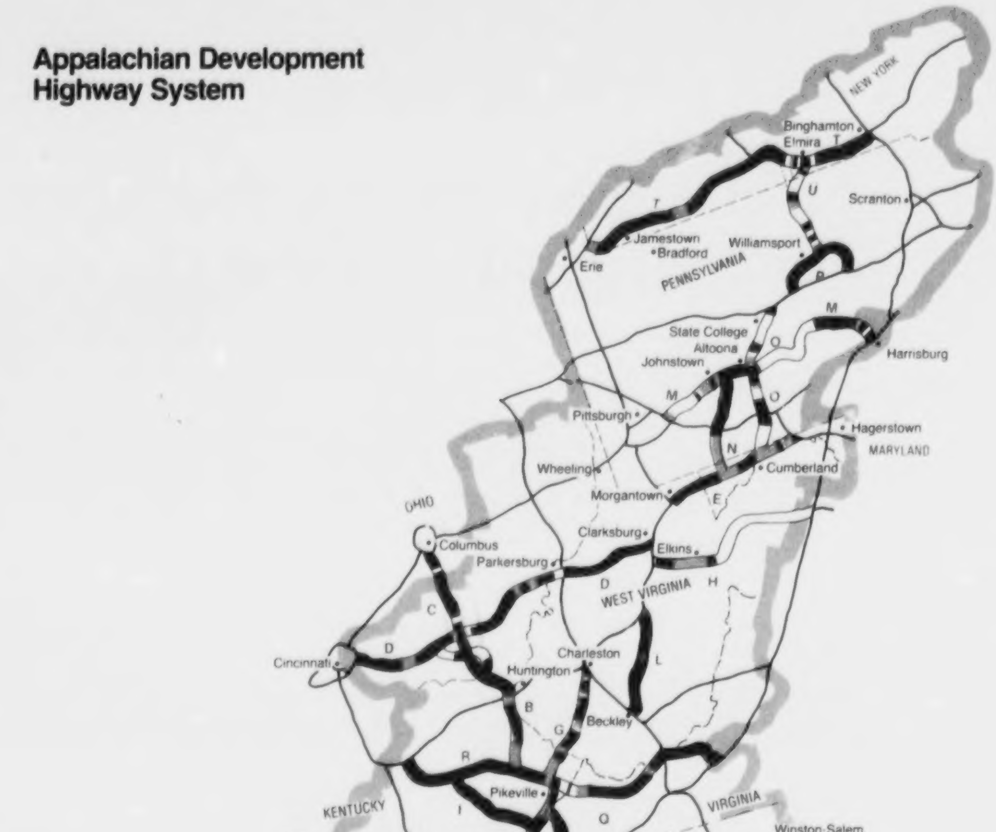
The Appalachian governors, responding to a request from Congress for an Appalachian Regional Commission finish-up program, have outlined a strategy for phasing out the Commission in ways they contend "can make the most of investments already made" in the agency's 17-year history. The Congressional request called for a three-to-five-year area development finish-up plan and a plan for completion of the 13-state Appalachian Development Highway System.

In submitting their bipartisan report, the governors expressed their belief that the work of ARC is not complete and their concern that a "premature time limit" on the work of ARC "will leave an unfinished agenda."

The program outlined in the governors' year-end "Report to Congress" would:

- set fixed dollar ceilings and termination dates for all ARC programs
- shift greater responsibility to state and local governments and the private sector by reducing maximum ARC funding to 50 percent of project costs
- limit ARC highway assistance to construction of only the highest priority 550 miles of the 1,303 unimproved miles in the planned Appalachian Development Highway System
- focus major ARC area development activities on a five-year jobs and private investment program

Appalachian Development Highway System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- complete in three years the Commission's health program by bringing basic health care to those counties not yet reached and reducing infant mortality in counties with rates more than 150 percent of the national average
- help, in a five-year program, the 60 or so most distressed and underdeveloped counties in the Region meet their most critical needs, especially for safe drinking water and waste disposal
- seek help from the private sector through a development foundation for Appalachia so that a regional effort can continue after the termination of ARC
- leave the Region at the end of the finish-up program sufficiently strong economically to continue progress toward national standards without further ARC help.

The governors see their proposed program as providing a transition period during which state and local resources are mobilized, the potential of coal is developed and the role of the private sector in Appalachia is strengthened.

The July 1981 request from the House Appropriations Committee that asked ARC for a plan to complete the highway system and an area development finish-up program also asked for an assessment of the Commission experience to date. The governors reiterated their assertion, made in resolutions in February and August of 1981, that ARC "is one program that works." They believe that ARC permits national priorities to be adapted to the needs of states and communities. They pointed out that their constituents tell them they like the ARC approach, which allows decisions to be made in the Region rather than unilaterally in Washington.

The first hearing on the report took place January 19 in Huntington, West Virginia, under the House Public Works and Environment's Subcommittee on Economic Development, chaired by James Oberstar. Additional hearings during the winter and spring are expected to be set by both House and Senate oversight and appropriations committeees.

The Highway Finish-Up Program

The Appalachian Development Highway and area development programs are called both interdependent and essential. Despite the importance of the highway system (see the article on page 8 for an account of the impact of the highways in the Region), the report acknowledges that special Appalachian funding of the magnitude needed to complete the planned 3,033-mile system—$7 billion—cannot be expected. The report proposes, therefore, a finish-up program that would complete only the most critically important sectors—with a federal ceiling of $2.27 billion. This would result in a 2,351-mile system, with the remaining connecting miles unimproved, or improved without further ARC help (see map opposite).

The segments to be completed under the proposal include those within each state which carry the highest overall traffic and contribute most to regional economic development, eliminate the most restrictive gaps, carry the most coal and complete the most critical state line crossings.

The report emphasizes that the proposed system cannot bring about the level of economic development expected from the full 3,033-mile planned system but says it does blend federal, regional, state and local priorities to make the most effective use of the reduced level of funding.

(The ARC highway finish-up program reflects the level of funding proposed to the Congress last March by the Administration, adjusted to begin in fiscal 1983, and adds three years at similar rates to coincide with the time frame currently proposed by the Administration to complete the Interstate System.)

Area Development Finish-Up Program

The proposed area development finish-up program calls for $83 million in annual appropriations each of the first three years and $75 million annually for the final two, down from a $125-million annual level prior to 1981.

For the first three years, $8 million annually would be appropriated to finish up the ARC health program, and would complete the job of bringing health care within a reasonable distance of people throughout the Region, of reducing infant mortality and of recruiting needed health manpower in shortage areas. Of the 397 Appalachian counties, it would be targeted on the approximately 57 designated Health Manpower Shortage Areas (see list on page 7). Special help would also be available to reduce infant mortality in these and other counties with rates above 20 per 1,000 live births. Help in recruiting health manpower, especially physicians and nurse practitioners, would also be made available.

The report asks that $15 million a year be appropriated for five years for use in the 60 or so "most distressed and underdeveloped counties in the Region" (see list on page 7). More than 900,000 Appalachians live in these counties, with three out of four living in 1,800 communities and small settlements consisting of 25 or more homes. The proportion of houses without adequate plumbing is three times the national average, poverty and unemployment rates are high, and many of the communities lack some of the most basic public facilities and the resources to provide them.

The report notes that ARC has been criticized for not helping these most distressed counties more, but points out that ARC was established as an economic development agency required to focus its investments where they can be expected to bring about the highest economic development returns. It says few such investment opportunities are found in these counties.

The governors propose that $15 million annually in special help for these counties during the finish-up period be used "to give them some basis for hope in the future." The funds would be used primarily to meet the most severe needs for safe drinking water and affordable waste disposal.

Jobs and Private Investment

Other ARC development funds—$60 million a year for five years—would be used to support creation and retention of private sector jobs, upgrade manpower for jobs in the Region and stimulate investments of private capital.

Projects could be funded only if related directly to jobs and private investments. Child development centers, for example, would not be generally funded, but a center might establish eligibility if it could demonstrate that, by providing child care for parents working in a particular industry or industries, it would contribute to creating or maintaining jobs.

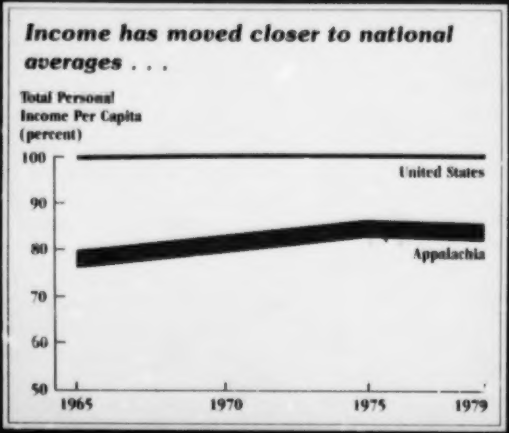
Present 80-percent or 100-percent area development grants would be reduced to 50 percent, with states, local governments and the private sector expected to provide the additional matching funds.

Development Foundation for Appalachia

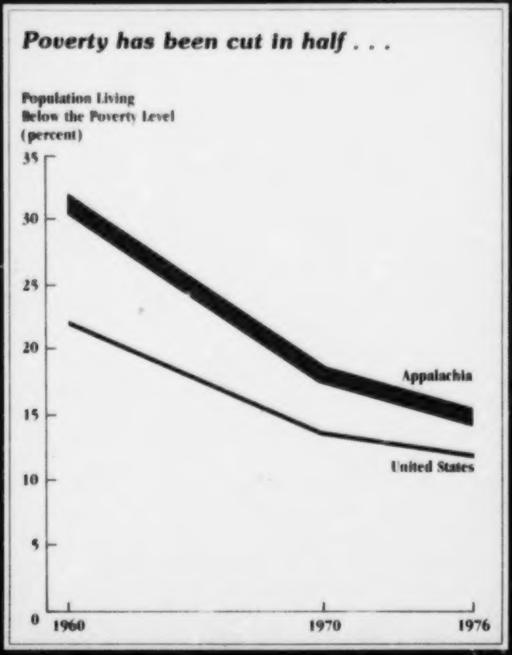
The governors propose to establish a development foundation for Appalachia which would raise funds and invest them to upgrade the Region, helping to offset the loss of ARC and other funds during the finish-up period and continuing as a regional development institution beyond the termination of the period.

Expressing the belief that many corporations and businesses have an interest in remedying some of the past

Striking progress has been made in Appalachia since 1965 . . .



Income has moved closer to national averages . . .



Poverty has been cut in half . . .

neglect in Appalachia and a stake in fostering a strong diversified economy, the governors indicated they see such a foundation as strengthening the needed public-private development partnership in Appalachia.

ARC's Role in Appalachia's Progress

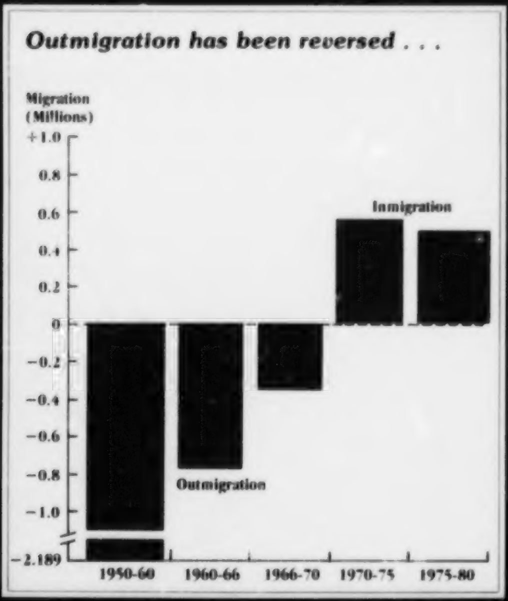
In response to the Congressional request to assess the ARC experience, part of the report comments on the development progress made in Appalachia over the past two decades.

It cites some of the conditions reported by the President's Appalachian Regional Commission in 1964 and compares them with conditions today:

Population. During the 1950s, 2 million more people left Appalachia than moved in, causing a sharp drop in the working age population (18-64). This outmigration was reversed in the 1970s, and the growth rate is now approaching the national average.

Poverty. In 1960 about one-third of all Appalachians were living in poverty as defined by national standards. The percentage of them living in poverty has been cut in half and is edging toward the national average.

Income. By 1979, per capita income in the Region had increased by 57 percent in dollars, after adjusting for inflation, and moved from 78 percent to 84 percent of the rising national average.



Outmigration has been reversed . . .

Health. Infant mortality, a measure of general health and poverty conditions, has dropped sharply, and the number of doctors practicing in the Region has risen.

Education. The proportion of Appalachians 25 and over with a high school education rose from 56 percent of the national average in 1960 to 84 percent in 1976, and later figures, when available, are expected to show it still closer to the national average.

The report refutes statements often appearing in the media which attribute the economic progress in Appalachia to "coal and the dole." It cites figures which show that, despite the importance of coal to the economy of most of the Appalachian states, much of the economic progress is attributable to other segments of the Appalachian economy, which is becoming increasingly diversified.

The report also gives figures which indicate that per capita federal expenditures in Appalachia, including those through ARC, are 16 percent lower than the national average and that per capita income from welfare programs of various kinds, social security and other pensions, food stamps, black lung disability payments and the like is neither soaring in Appalachia nor significantly different than in the more affluent United States outside the Region.

The Unmet Needs

Despite the dramatic progress made since 1965, the report says, Appalachia still lags behind the rest of country by most measures of economic health. The economy is still fragile and sensitive to downturns in the national economy like those of 1980 and 1981. The progress has been uneven. Some counties remain severely distressed.

The report stresses that ARC has always regarded private sector investments and jobs as the ultimate objective of its program to bring Appalachia up to national economic standards. It adds, however, "Business leaders during the past several months have confirmed what we have experienced in our ARC programs: private sector investments will not be made in areas where public funds do not provide highways, roads, public facilities and public services, items which are not normally viewed as a responsibility of the private sector. A public-private economic development partnership must be built on this reality."

In response to the Congressional request, ARC also had an analysis made of potential state and local capabilitics to pick up a larger share of the public investments in the economic development of Appalachia. The study revealed that, despite the fact that "income and other significant tax bases in the Region lag behind those of the rest of the nation," the Appalachian state tax effort has increased faster than the national average and by 1979 the Appalachian states were "making an average tax effort 12 percent greater than the nation average." State capabilities will be further limited by federal budget cuts, which hit Appalachian state and local governments disproportionately hard, according to the report.

Author of ARC Legislation Praises Governors' Proposal

Senator Randolph.

Senator Jennings Randolph of West Virginia chaired the Senate Public Works Committee (now the Environment and Public Works Committee) when the Appalachian Regional Development Act was written in 1965 and is generally considered the father of ARC.

Senator Randolph, in a statement submitted to the first U.S. House hearings on the proposal January 19, said:

"We live in uncertain times . . . when there are strong forces at work in Washington to drastically reduce virtually all government activities. It was only through considerable hard work and personal commitment, in both the House and the Senate, that we avoided the abrupt and disastrous termination of the Appalachian effort last year.

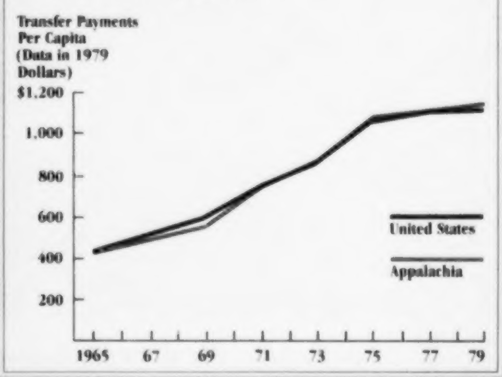
"The five-year program developed by the Governors is a pragmatic response to current conditions. It required difficult and sometimes painful decisions on their part, decisions that were made unselfishly and for the overall benefit of the region.

"This proposal, if adopted, will provide for the orderly transfer of Appalachian programs to other sources of support and will leave us with established, ongoing institutions when the ARC completes its work. . . .

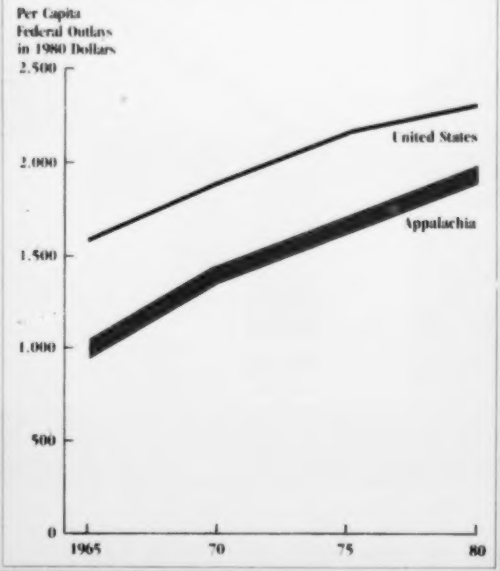
"The Congress will begin its consideration of these proposals in the near future. I assure the members of the subcommittee and the people of Appalachia that I will devote my full energies to the continuation of this program, which has brought so many benefits to our state and our region."

Appalachian dependence on the dole is a myth . . .

Transfer payments scarcely differ from national figures . . .



The Region has had a lower-than-average share of federal outlays . . .



The report tells Congress that the resurgence of coal is already generating economic development in the Appalachian coal states, and particularly in central Appalachia. Projecting a 70 percent increase in the export of coal over the next 10 years, the report suggests that the increased sales can bring considerably greater resources into Appalachia from the mid 1980s on if transportation, conversion and marketing problems are solved in the meantime.

Summary

The legislation authorizing ARC expires next September 30.

In their cover letter to the Congress, the Governors describe their report as bipartisan, unanimous, responsive, reasonable and responsible. In summarizing it, they say:

"The work of ARC is not complete. Much remains to be done before this vast Region reaches national averages in terms of income, health care, housing and employment. . . . The ARC program we propose would leave much undone but would provide for an orderly completion of ARC efforts now in progress, would solidify the gains made in the past 17 years in basic infrastructure development and would enable the Region to continue to progress toward national economic standards."

Distressed Counties

(preliminary identification)

Alabama
Clay
Coosa
Lawrence
Pickens
Randolph

Georgia
Dawson
Towns
Union

Kentucky
Bath
Carter
Clay
Clinton
Jackson
Knott
Lawrence
Lee
Lewis
Lincoln
McCreary
Magoffin
Menifee
Morgan
Owsley
Powell
Russell
Wolfe

Mississippi
Kemper
Marshall
Noxubee
Tippah
Webster
Winston

North Carolina
Cherokee
Jackson

Ohio
Adams
Pike

Pennsylvania
Sullivan

Tennessee
Campbell
Claiborne
Cocke
Cumberland
Fentress
Grundy
Hancock
Jackson
Meigs
Overton
Pickett
Scott

West Virginia
Braxton
Calhoun
Clay
Lincoln
Mingo
Pendleton
Pocahontas
Roane
Summers
Taylor
Webster

Method of Identification

The counties above were selected on the basis of falling in the bottom 25 percent of Appalachian counties in at least three of the following four indicators:

- ***per capita income,*** using "market income" to exclude welfare and other transfer payments which otherwise would obscure economic needs
- ***unemployment,*** using a three-year average
- ***poverty,*** using the percentage of county population under the poverty level as defined by national standards
- ***infant mortality.***

Material from the 1980 Census becoming available in 1982 and additional data from governors and other sources may require changes in this list. Likely additions as this article goes to press are:

Alabama: Bibb, Franklin
Mississippi: Benton
North Carolina: Swain
Tennessee: Clay
Virginia: Lee
West Virginia: McDowell, Monroe, Ritchie

Health Finish-Up Areas

(preliminary identification)

Alabama
Chambers
Cherokee
Lawrence
Walker
Winston

Georgia
Banks
Cherokee
Dawson
Heard
Jackson
Murray
Towns
Walker

Kentucky
Bell
Clinton
Garrard
Greenup
Knox
Laurel
Lewis
McCreary
Montgomery
Owsley
Rockcastle
Russell
Whitley
Wolfe

Mississippi
Choctaw
Clay
Lee
Lowndes
Noxubee
Oktibbeha
Prentiss
Tippah
Tishomingo
Union
Webster

New York
Chenango
Steuben
Tioga

North Carolina
Yancey

Ohio
Carroll
Monroe
Pike
Vinton

Pennsylvania
Bradford
Clinton
Crawford
Erie
Fulton
Juniata
Mercer
Monroe
Montour
Sullivan
Wayne

Tennessee
Fentress
Jackson
Meigs
Polk
Van Buren

Virginia
Bath
Bland
Buchanan
Floyd
Giles
Russell

West Virginia
Calhoun
Clay
Gilmer
Hampshire
Jefferson
Mineral
Ohio
Pendleton
Pleasants
Pocahontas
Randolph
Roane
Tucker
Upshur

Kenneth Murray

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What has been the impact of the Appalachian Development Highway System, whose design and construction was given top priority in the Appalachian regional development program?

Has the system, now a little more than half completed, had a major effect on economic development in Appalachia?

The answer to these questions was sought in a comprehensive survey conducted by the Appalachian Regional Commission (ARC) during the summer and fall of 1981. In the 17 years that ARC has been in existence, this is the first survey to look at the impact of the highway system from so broad a point of view. Part of ARC's preparation for its report to Congress on its proposed finish-up program (see page 1), the survey reveals that the highway system has indeed played a vital role in stimulating growth in the Region. Highlights of the survey show that:

- More than 400,000 new jobs have been created along or near the Appalachian corridors.
- A major share of the Region's in-

Appalachian Corridor E in Maryland replaces a narrow two-lane road (visible at the right).

Bill Blanton

n Highways Are Catalysts of Change

dustrial growth can be linked to the corridor system: almost 60 percent of new manufacturing plants employing 50 or more persons that have located in Appalachia since 1965 selected sites within 30 minutes of an existing or planned corridor.

- The highways provide access to many services in addition to jobs—to hospitals, schools, housing and tourist attractions. And in some cases construction of the highways has also provided flat land on which to build new facilities.

A related ARC-funded study, also conducted in 1981, details the importance of the Appalachian highways to the coal industry. This study shows that:

- Over half the corridor system is used regularly to transport coal.
- Over 790 million ton-miles of coal moved over the system in 1980.

Findings of the Highway Survey

Information gathered in the highway impact survey was both statistical and descriptive. It was based on detailed reports submitted by every state's department of highways and by Appalachian local development districts traversed by ARC corridors. All development districts, even those with no Appalachian corridors, also reported on the impact of the access roads built by ARC—short, usually two-lane roads providing one- or two-mile links between the highway system and industrial sites, vocational schools, hospitals, airports and other major facilities.

E.S. Preston Associates, Inc. (the ARC highway consultant) surveyed state agencies to arrive at the number of industries employing 50 or more persons that have located in the Region since 1965 on or near Appalachian corridors (within various amounts of driving time, up to 50 minutes, of the corridors), and the number of employees per industry. ARC staff then reconciled these figures with the response from Appalachian local development districts, which were asked to draw up similar lists.

The attached table shows the results for distances up to 30 minutes' driving time: a total of 182,600 jobs were created in these manufacturing industries. And nearly half (46 percent) of these new jobs were within 5 minutes' driving time.

Any estimated total of new jobs near or on the corridors should add to this figure of 182,600 the number of jobs created in industries employing *fewer* than 50 employees. In a largely rural region like Appalachia, it seems safe to assume that the same relationship prevails as in the nation as a whole, which adds an average of 15 new jobs in plants hiring fewer than 50 for every 85 in larger plants. This would add 32,223 jobs for a total of 214,823. Economists generally figure that every new manufacturing job adds, by conservative estimate, an additional supportive job in the combined services, trade, transportation, etc., sector of employment. This would add another 214,823, and would mean that a total of almost 430,000 new jobs had been created through industries within 30 minutes of the corridors.

The survey also reveals that as development occurs, the diversification of industry, which has been one of ARC's major goals, is being achieved. Appalachia's industrial profile today shows that the Region's share of such technologically advancing industries as printing, fabricated metals, machinery and electronic equipment grew from 1965 to 1979, as did its share of service industries. The Appalachian share of employment in traditional, labor-intensive manufacturing decreased, while its share in capital- and technology-intensive industries grew. In other words, the Appalachian industrial profile is coming closer to the national profile.

It is true that mining is still a very important sector of Appalachian employment—the share of Appalachian employment in mining has actually increased slightly since 1965. But wages in coal mining today are no longer low-level wages; coalminers earn a very respectable living. And some of the new employment in mining is in the area of mining equipment manufacturing: Appalachia makes a number of the mining machines used in the newer, more productive coal-mining techniques.

Plants Locating Within 30 Minutes' Driving Time of Appalachian Corridors Since 1965 with Numbers of Employees

Corridor	State	No. of Plants	No. of Employees
A	Georgia, North Carolina	19	2,237
B	Ohio, West Virginia, Kentucky, Virginia, North Carolina	116	21,427
C	Ohio	5	1,175
D	Ohio, West Virginia	47	11,702
E	Maryland, Pennsylvania	11	1,525
F	Kentucky, Tennessee	9	1,000
G	West Virginia	3	260
H	West Virginia	10	1,722
I	Kentucky	6	1,280
J	Kentucky	47	11,006
K	North Carolina, Georgia, Tennessee	24	3,269
L	West Virginia	12	1,502
M	Pennsylvania	46	14,964
N	Pennsylvania	10	884
O	Pennsylvania	12	2,123
P	Pennsylvania	46	8,231
Q	Kentucky, Virginia, West Virginia	26	4,330
R	Kentucky	5	805
S	Tennessee	10	1,432
T	New York, Pennsylvania	91	30,550
U	Pennsylvania	7	1,191
V	Mississippi, Alabama	218	57,425
X	Mississippi, Alabama	21	2,620
Totals		801	182,660

Selected LDDs Report What Appalachian Highways Mean to Them

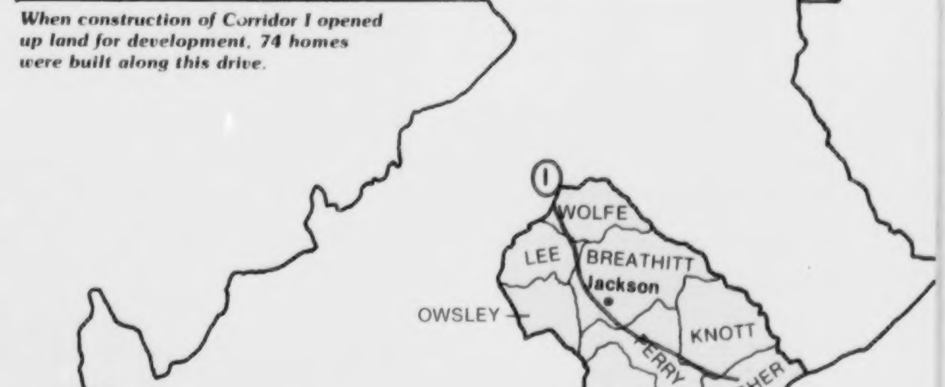
Kentucky River Area Development District. In the far eastern portion of Kentucky, flat land is at such a premium that to get it, you have to make it, and that is what Corridor I and an ARC-funded access road did near Jackson. Isolating a three-mile section of the Kentucky River and transforming it into a lake, the roadway opened up more than 400 acres of land, which in turn led to development of a 35-acre industrial park, 110 homes, a Prestolite plant employing 150, a shopping center, a motel, three restaurants, an elementary school, a junior high school, two churches, three mobile home parks, a nursing home, a medical clinic and other businesses. More than 300 people now live in this small community, and about 500 work there. The highway network also made possible development of a vocational school system serving the district's eight counties, with satellite centers in several counties. Instead of attending small, scattered schools, children today are attending larger, more modern facilities offering more courses and activities, including swimming, track, foreign languages, art, etc. The hospital in Perry County is now able to serve several counties which formerly had to have separate medical facilities.

With less than 10 per cent of its labor force in manufacturing, the Kentucky River district would seem the least likely of all the Kentucky development districts to be able to attract manufacturing to diversify its economy. However, six major manufacturers and a dozen coal-processing and -loading facilities have located on the corridors. The ARC highways have cut in half the time required to send these companies' 30 million tons of coal a year to generating plants in central and northern Kentucky and to ports on the Ohio River. In addition, 34 small businesses employing 720 people have located on the corridors.

Corridor I in Kentucky River Area Development District

R. Percy Elkins

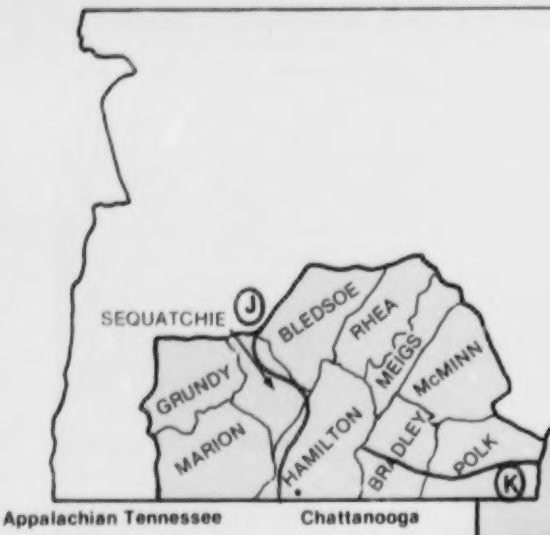
When construction of Corridor I opened up land for development, 74 homes were built along this drive.



Appalachian Kentucky

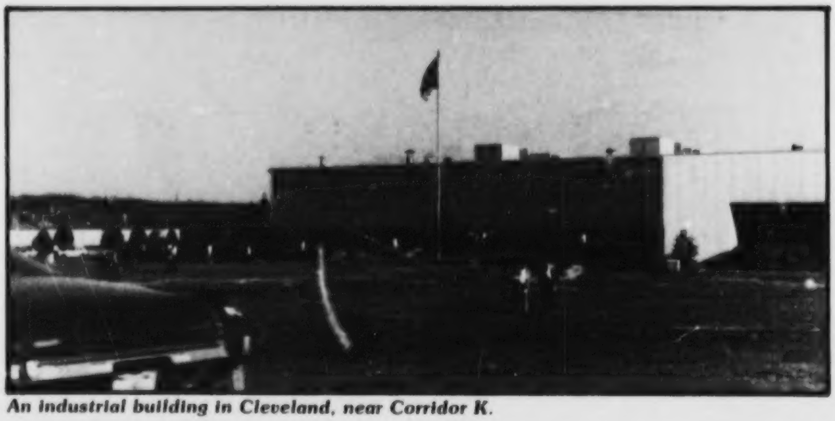
All this business and industrial activity helped bring a 400 percent increase in per capita income to the district between 1970 and 1980.

Corridors J and K in Southeast Tennessee Development District



Hale Booth

(ABOVE) Corridor K with the new Kroger warehouse at the right.



Hale Booth

An industrial building in Cleveland, near Corridor K.

Southeast Tennessee Development District. In southeastern Tennessee, Corridor J is providing the first direct link that residents of the formerly remote Sequatchie Valley have to the employment opportunities in the Chattanooga area. People in the valley had no way of commuting over the mountains in any reasonable time before the road was built.

Also within the district, the completed portion of Corridor K cuts through what was open land a decade ago; now it is populated with industries, including a Coca Cola bottler, a number of small businesses, a new shopping center and several housing subdivisions. Dangerous spills of tanks and trucks carrying sulfuric acid and ammonia produced in the copper mines here used to occur frequently on the old, narrow road that Corridor K replaces. Before the corridors, the district's only jobs were in Chattanooga; now 6,517 new jobs are dispersed throughout the district. One consequence of the increased employment opportunity has been a 98.8 percent increase in per capita income between 1969 and 1977.

In addition, the highways make it possible for residents of the area to obtain high-level care from the centralized, specialized medical facilities in Chattanooga and avoid the need to duplicate these services in rural hospitals. The location of the ARC highways has also supported the development of four regional centers, which act as nucleii for a whole range of services: employment, education and training, housing services for the aged, handicapped care and other social services.

Southern Tier West Regional Planning and Development Board. Corridor T, better known in New York State as the Southern Tier Expressway, is bringing new jobs to the westernmost counties of the Southern Tier, strengthening the economic role of such regional centers as Jamestown and Salamanca and providing improved access to the New York City market for several local manufacturers. For example, travel time between Salamanca and New York has been reduced from about ten hours to seven.

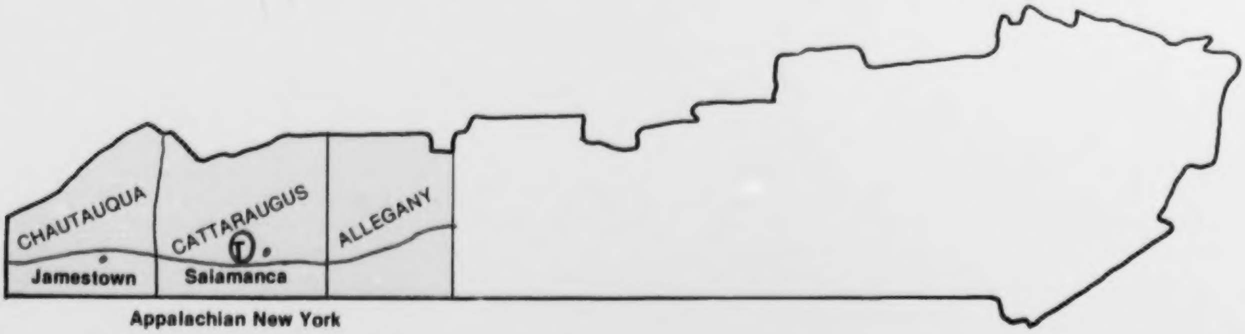
Most of the district's communities and businesses—like Salamanca, which is a lumbering and furniture manufacturing center—are dependent on truck transport for delivery of raw materials and shipment of finished goods. Old route 17, which Corridor T replaces, was inadequate for these tasks.

Corridor T, now close to completion, has been a factor in the location or expansion of at least 59 industries and 10 small businesses, employing a total of 17,868. The expressway also plays a key role in providing services to the district's widely dispersed rural population: eight of the district's ten hospitals are within a ten-minute drive of Corridor T, for example. Tourists from eastern urban areas now find it easier to take advantage of such local attractions as the Seneca Indian Museum and the scenic Allegany State Park.

Olean Times Herald

Cross-country skiers enjoy easy access to Allegany State Park from Corridor T.

Corridor T in Southern Tier West Regional Planning and Development Board

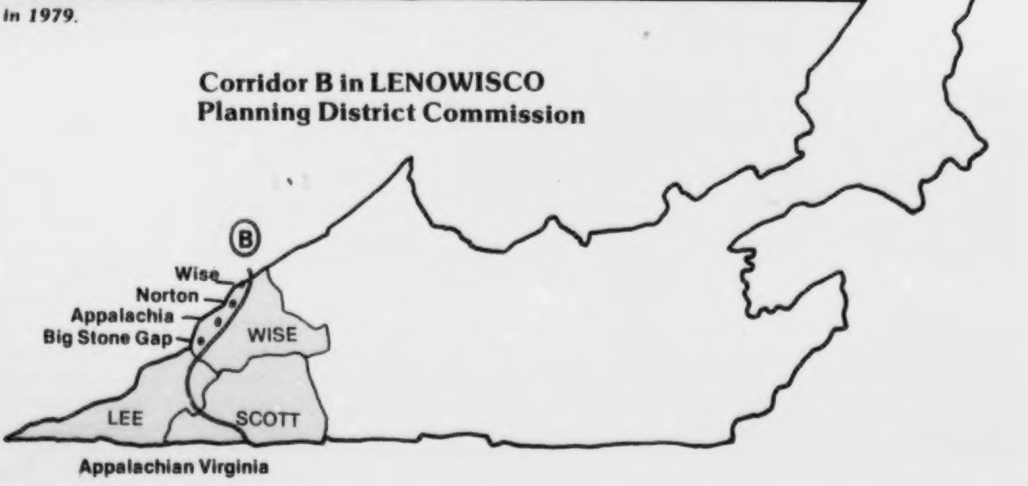


LENOWISCO Planning District Commission. Corridor B, or U.S. 23, spurred a dramatic change in the economic and social fabric of LENOWISCO district in the southwest corner of Virginia. In 1967, this district did not contain a single industrial site. LENOWISCO's board decided that development of an industrial center on the corridor was a necessary first step toward bringing in new jobs and diversifying the coal-based economy. By mid 1981, the first two phases of what will eventually be a 981-acre industrial park at Duffield had been finished. This completed 256-acre portion provides 1,250 jobs, with a total payroll exceeding $14 million annually. Approximately 80 percent of these jobs are in basic manufacturing, with the rest in retail and wholesale trade, services and other support jobs. Total private investment in facilities and equipment to date exceeds $20 million. More than 95 percent of the workers reside in the three counties and one city (Norton) which sponsored the project; as many as 75 percent of all the employees were either unemployed or underemployed before the park was developed.

Corridor B has had other impacts on the area. Next door to the industrial park is the new Thomas Village project, a development that is now home to nearly 250 people, and also has a 116-bed intermediate-care nursing facility and a multipurpose center. Outside the industrial park area, 39

Grubb Photo Service, Inc.

Duffield Industrial Park in 1979.

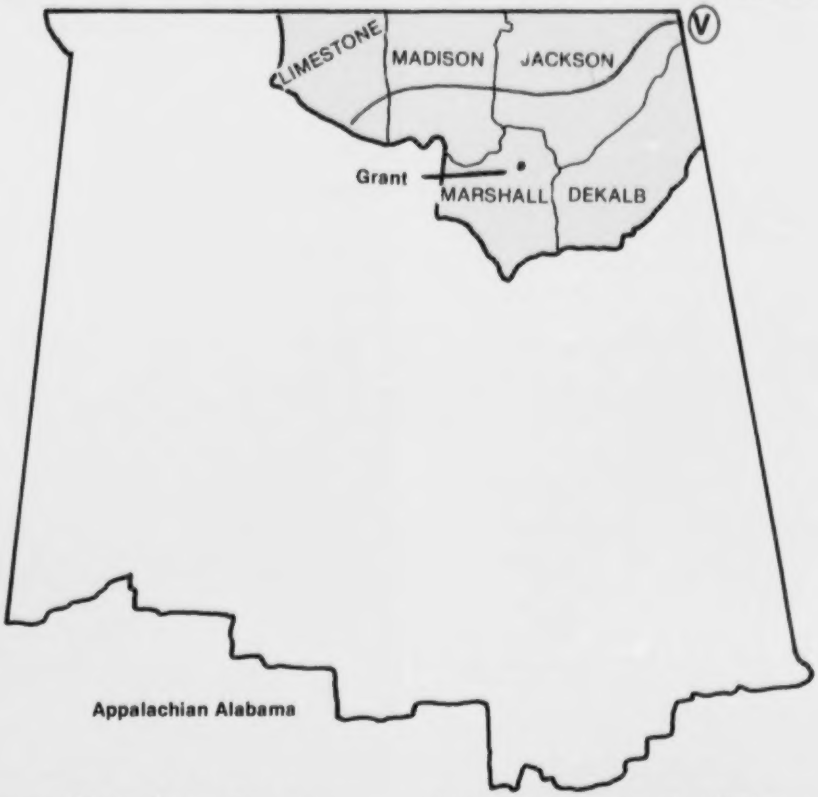

Corridor B in LENOWISCO Planning District Commission

firms employing 2,986 persons have located in the district or expanded operations because of the new highway.

The 60-bed Lonesome Pine regional hospital at Big Stone Gap, partially funded by ARC, provides an excellent illustration of Corridor B's impact on availability of social services. The area was formerly served by a hospital at Norton, which meant an hour and a half's drive for the people of Wise County; they now have a maximum 45-minute trip over a far safer road to reach the new hospital. For Scott Countians, the trip has been cut from one hour to 15 minutes; for residents of Duffield and Norton, the trip is now about 35 minutes. Local residents comment frequently on the elimination of congestion and the reduced number of accidents on the new road compared to the old.

Mountain Empire Community College, which has about 2,500 students enrolled in vocational and academic curricula, also located at Big Stone Gap to take advantage of the access provided by Corridor B. Other service facilities that have expanded or moved into new quarters as a result of growth along the corridor include St. Mary's Hospital, Norton Community Hospital and clinics at Duffield, Big Stone Gap, Norton, Appalachia and Wise.

Corridor V in Top of Alabama Regional Council of Governments



Top of Alabama Regional Council of Governments. Cutting across northern Alabama, Corridor V (U.S. 72) is credited with a key role in the location or expansion of 264 firms employing a total of 33,975 persons and has thus made a major contribution to the district's rise in per capita income from $2,902 in 1969 to $7,259 in 1979. Industries are "taking a second look at more rural counties, like Jackson, and locating there, at least in part, because of the Appalachian highway," the district reports. The corridor, now 70 percent complete, is also a critical coal haul road, carrying more than 100 coal trucks a day in far more safety than the old two-lane "roller coaster" it replaced.

ARC-funded access roads also play an important part in this district. The first access road built in Alabama opened the way to the tiny, mountain-locked community of Grant, population 632, in Marshall County. Thanks to the road, Grant now boasts a Teledyne fuse plant employing more than 70 people. Another access road, also in Marshall County, was directly responsible for the location of a soon-to-be-constructed coal gasification plant which will employ more than 1,000 workers in the construction phase and create more than 500 permanent jobs. Two chemical plants plan to locate nearby to make use of the gas.

Major Findings of Coal Transportation Study

The 1981 study of the coal transportation role of the Appalachian Development Highway System surveyed the nine Appalachian coal-producing states and analyzed their coal haul road networks in great detail. The average daily traffic of coal-carrying trucks over the Appalachian corridors was tabulated and analyzed.

The major findings of the study were that an overwhelming majority of the miles completed in the Appalachian highway system are regularly used for coal transport, and that the Region's coal producers depend heavily on the system for their continued expansion and economic health. Over three-quarters of the nation's public coal haul roads are located in Appalachia.

The study found that Appalachia in 1979 produced some 413 million tons of coal, or about 54 percent of U.S. production. About 300 million tons of this coal moved by truck for at least a portion of its journey to market. A key economic segment of the Region is therefore extremely dependent on efficient and safe coal haul roads, and this dependency can be expected to increase in line with forecasts of increased coal production, the study concludes.

In 1980, according to the study, about 1,597 miles of the Appalachian system were used to haul coal, or about 54 percent of the total projected system. From 1974 to 1980, the number of miles used for coal transport increased from 1,104.7 to 1,597.4. The study also found that over 792 million ton-miles of coal moved over Appalachian corridors in 1980. The truck transport cost represented by these ton-miles is approximately $70.4 million.

Use of the Appalachian highways by the coal industry represents a considerable savings to coal operators in time, distance and cost of operating vehicles because of the superiority of

Appalachian Development Highway System

status as of September 30, 1981

Total planned mileage	3,033
Miles completed or under construction	1,730
in stage of engineering or land acquisition	667
Funds committed to construction:	
federal	$2.607 billion
state	$1.569 billion

Construction of Corridor D in Ohio.

the roads. This savings was estimated by the survey at some $7.5 billion a year.

Conclusion

With the planned Appalachian highway system now just over half completed, there can be little doubt that development has followed the highways. Comments of residents of communities along the corridors make this point over and over:

- "The company located here because of the road."
- "There's no way anyone could look at these roads and think they did anything but improve the quality of life."
- "Our town would never have grown without good roads."
- "The development that has occurred along our corridor has amazed even our most optimistic citizens."

All of this has occurred in spite of the fact that most corridors still have gaps where uncompleted segments set up temporary bottlenecks and traffic has to revert to the old, frustrating two-lane pace.

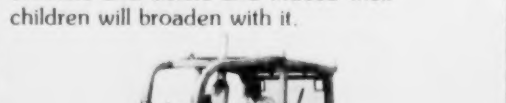
The Appalachian program for the next three to five years as proposed to Congress (see page 1) recognizes the fact that ARC assistance will not be available to complete the planned 3,033-mile system. But the proposal does allow for completion of 70 percent of the system by 1990.

Appalachians who were children in 1965 see now as they enter adulthood how much closer they are to attaining the standard of living they want, in their own native region, than their parents would have believed possible. As the highway system comes closer to completion over the next ten years, its impact will surely continue to grow, and the opportunities for their younger brothers and sisters and indeed their children will broaden with it.

Appalachian Access Roads

status as of September 30, 1981

Miles completed or under construction	719
In stage of engineering	80.9
Number of roads funded	398
Funds provided by ARC	$189 million



A New Corporate Mold:

Corning Opens a Children's Center

Joan Marcus

(LEFT) "Princess" Caty Audinwood. (ABOVE) Corning, New York.

By Judith Gaines

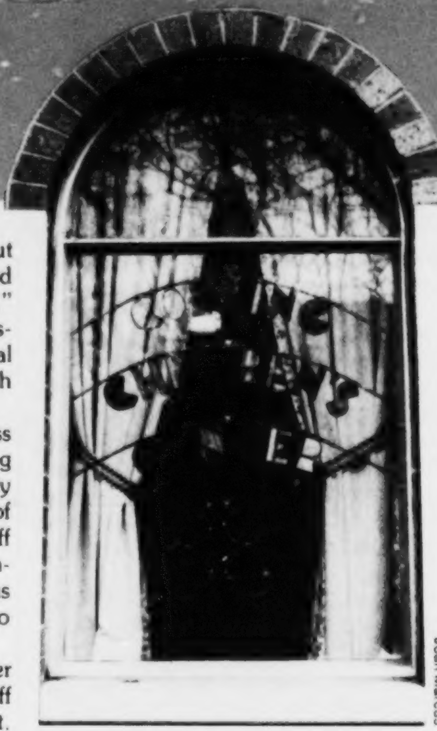
Young Princess Caty, bearing some resemblance to a bag lady, was gliding around the room in the company of Jenny, the erstwhile ballet dancer, both under hot pursuit from Jason, whose nine different layers of clothing were the mark of "a goon," he said. Four-year-old Garrett was building a spaceship with blue, oblong, sponge-filled blocks, "about ready to take off," he reported. Holly was jumping off some "climbing steps" onto a thick mat, laughing irrepressibly. Marisol, pacing back and forth inside a jungle-gym-like structure, preferred not to speak. Kim explained that the structure was "a lion's cage" and Marisol was inside it "because she's a lion." Marisol roared back affirmatively.

Judith Gaines is a roving writer with a special yen for Appalachia and rural America.

Then quickly, at a signal from head teacher Sue Manser, the costumes disappeared, the toys were put away, and the budding dramatists, dancers, gymnasts, space cadets and the rest of the 24 children, aged 3 to 5, at the Corning day care center in Corning, New York, filed outside to the playground.

There, at a signal from no one, a sandbox band spontaneously formed: Caleb, playing a sand rake guitar-style, was joined by Amory on overturned sand pails for drums, with Jason beating away on similar sand-bucket bongos. Holly and Ann Marie joined in for the chorus as the band

Joan Marcus



Joan Marcus

played "Hot rod, hot rod, talkin' 'bout my world"—a song which Amory said they had learned "in high school." Quianne, unperturbed by such goings-on, continued a more conventional approach to the sandbox: playing with the sand.

As these small events and countless others like them attest, the Corning Children's Center is a happy, lively place. The expansive imaginations of little minds flourish here, and the staff have that warm but disciplining manner that is an unmistakable mark, as Sue Manser observed, of "people who really care about kids."

In many ways, this day care center is unusual. It has a more qualified staff than many other programs can boast. Its facilities are larger, more flexible and also less expensive than would be available in many communities. And with major financial assistance from the Corning Glassworks company, it is one of only 305 industry-sponsored day care centers in the United States.

A Growing Problem

The need that the Corning Children's Center addresses, however, is far from unique. The Department of Labor has just reported that nearly 45 percent of all preschool children now have working mothers or mothers looking for work. A recent study by the New York State Conference Board showed that, during the decade of the 1970s, the number of women in the labor force increased twice as fast as the number of men. The conference board's statistics also revealed that day care is not just a woman's problem. According to 1974 data, for example, 54 percent of single parents—male and female—in the labor force had children less than six years old.

Furthermore, these trends seem likely to continue for several decades. One study by the firm of Yankelovich, Skelley and White forecasts that by 1990 72.5 percent of all the women in the labor force will be working during their child-bearing years. Other surveys of mounting divorce rates suggest that the number of single parents in the nation will grow. And rising costs of living, as well as expanding career options for women, seem likely to produce more and more families with two working parents.

As Ann Allen, codirector of the Corning Children's Center, put it: "The American family is changing—who's going to take care of the children?"

The answer in Corning was that, if the glassworks was going to be hiring more women and single parents, it should share in the responsibility for providing quality day care—not only for children of its own employees but also for those of other working parents in the community.

How company management reached this conclusion is a surprising tale.

Corning Investigates . . .

In late 1978 and early 1979, officials in Corning Glassworks' personnel department began hearing that several of their employees were having child care troubles. The two existing day care centers in the community both had waiting lists, and some parents were not satisfied with the quality of care they provided. Some employees had had bad experiences with undependable babysitters; others with reliable sitters said they would prefer a more educational and structured group experience for their children.

Company officials also began to see that the top managerial talent they were trying to lure to Corning considered the availability of quality day care as one of the criteria for whether or not to accept job offers. Said Dr. Sonia Werner, the day care program's other codirector: "A major reason for locating here in the Appalachian Region is a good job. One woman who had an M.B.A. from Harvard said she wanted to work here, but what about her three-year-old?"

Corning company representatives began to believe that they needed some better answers than were currently available. But before they could propose detailed answers, they also wanted more facts. Richard Bessey, director of the Corning Foundation, recalled: "We knew that the need to offer day care for children of working parents was a national trend, and that quality day care services were often unavailable. We wanted to know exactly to what extent this was a problem in Corning, New York. How great was the need? How could we assure parents of a quality operation? What kind of costs would be involved? Would the numbers make sense?"

Joan Marcus

Richard Bessey.

So the company funded a four-member task force to delve deeply into these matters.

The task force polled 8,000 people in the Corning area about the number of preschool-aged children they had; the type, quality and cost of the child care they were using; and their interest in a new day care center. The task force also contacted 16 major corporations and 29 other organizations and educational institutions, all of which had considered establishing some form of day care; the aim was "to find out why it did or didn't go," said Johanna Hood, one of the task force members.

The task force survey revealed that

Employer-Sponsored Day Care

The need for quality day care is increasing in Appalachia and all over the country, with both parents working in more and more families and with a steady rise in the number of single-parent families. One answer to this problem is the creation of child care centers sponsored or supported by private industry, like the Corning Children's Center described in this article. Although there are not a great many such centers in the United States today, more and more industries are recognizing that there are business benefits to having child care available in their communities. They are beginning to take a hard look at the tax and other incentives offered by local, state and federal governments to businesses that provide or support child care.

As a part of its overall strategy in support of job retention and development, the Appalachian Regional Commission (ARC) is interested in encouraging this trend. ARC is funding a study designed to help Appalachian states and child care providers obtain support from industry. The four principal models of industry support, as the study points out, are:

- **industry-established centers,** many of which are on the grounds of the industry
- **consortium centers**—a group of industries jointly support a center
- **voucher payments**—parents are given vouchers by their employers for specific sums which can be used to pay for child care at any licensed center
- **slot purchase**—the employer purchases slots at a licensed center for use by employees.

Employers are not limited to these four options in subsidizing child care for their employees; they can make contributions or loans to centers, arrange alternative work schedules or devise other innovative methods of their own.

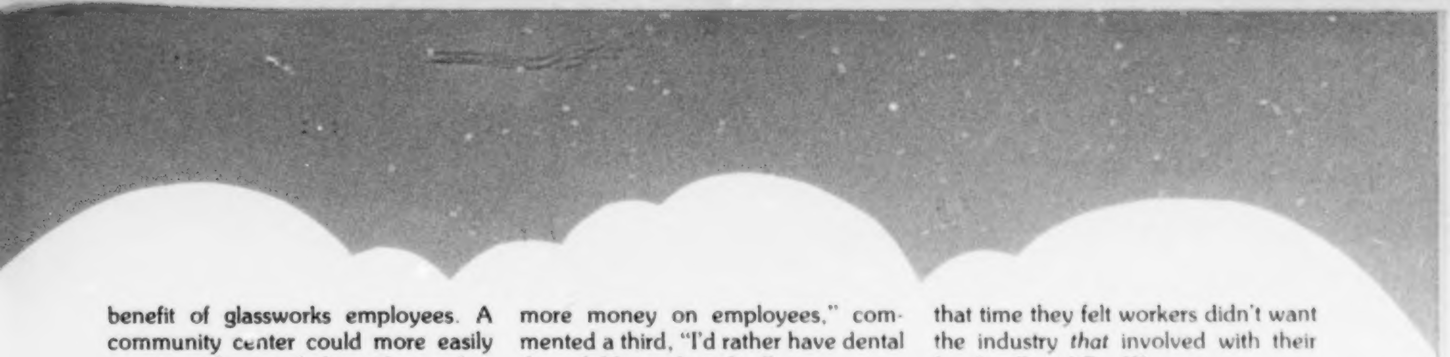
507 Corning Glassworks employees were either "somewhat interested" or "definitely interested" in a new day care program. Of these, at least 20 percent of the 194 parents in the "definitely interested" category—about 40 families—could be identified as very likely clients for the new program.

The task force also learned that successful day care centers at other industries or educational institutions shared several characteristics. They had:

- a commitment from a major corporation or another sponsor for long-range financial support, along with a clear recognition that the program was unlikely ever to be self-supporting
- a comprehensive program with attention to the nutrition, health and educational needs of the children
- well-qualified, trained and adequately paid staff
- active involvement from parents
- children from diverse socioeconomic backgrounds
- the willingness to start small, and the patience to let the center grow naturally
- support, or at least communication, with child care services already in the area
- a policy of serving not only corporate employees but also the community at large.

Johanna Hood commented, "The key point was quality, for kids. We said, 'Don't do it just for public relations or to woo people. Do it for kids, because you believe in them as an important resource. And don't give us any money at all if you won't make a long-term commitment.' "

"Establishing good relations with parents and the community was also terribly important," Mrs. Hood continued. The task force stressed that the program should not be just for the



benefit of glassworks employees. A community center could more easily receive volunteer help and contributions from foundations and charitable institutions than a center devoted solely to glassworks families. Furthermore, such exclusivity would be very noticeable in a community the size of Corning—population 18,000—and probably would cause some resentment.

The task force encountered assorted warnings and objections to the idea of an industry-sponsored day care center. Mrs. Hood remembered some unfavorable responses from glassworks employees: "I don't pay my babysitter anything. I married her. That's where she belongs," wrote one irate employee. "If the glassworks doesn't have anything better to do than look after kids, it's in trouble," said another. "If you're thinking about spending more money on employees," commented a third, "I'd rather have dental than child care benefits."

Some of the businesses surveyed also had had negative experiences with child care service. A clothing factory in Arkansas had tried to provide day care and failed. As the Corning center's Dr. Werner explained, the company suffered from unrealistic expectations about how many employees initially would use the service; it had started too big, lacked parent involvement and not opened itself to participation by community members who were not company employees. Another company had considered instituting a day care program and concluded the service would be both too expensive and unappreciated by many of its employees. "My understanding is that at that time they felt workers didn't want the industry *that* involved with their families," said Dr. Werner.

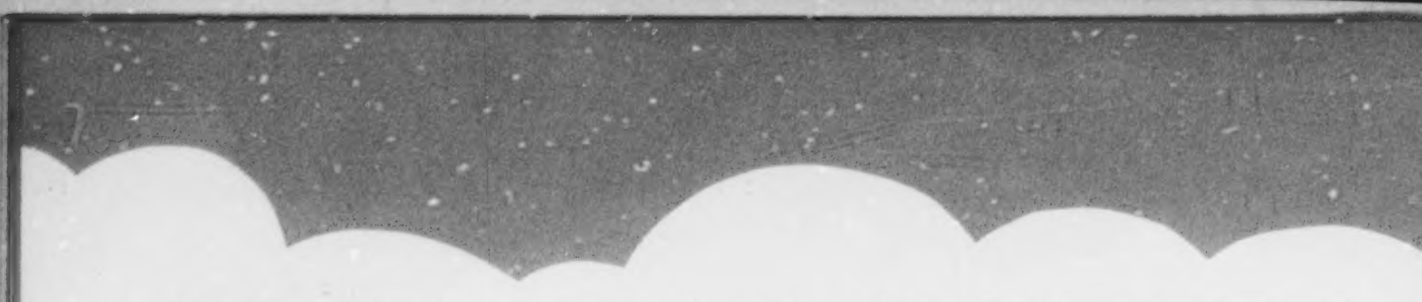
But there were also some positive experiences for the task force to assess. The Southern Tier Central Regional Planning and Development Board, the area's local development district, was one of several sources to suggest the Stride-Rite footwear firm in Boston as a possible model. Stride-Rite's successful day care operation, partially subsidized by the company, was located in a center inside the shoe factory and open to both company employees and community residents. Stride-Rite, furthermore, had developed an effective blend of business acumen and family orientation. "We saw that if a program is totally business-oriented, the parents feel it's too impersonal; if the operation is not well run, the businessmen think, 'They're just babysitting over there,'" said Sonia Werner.

. . . And Makes a Decision

After weighing all the pros and cons, the task force made its recommendations. Its proposal, submitted to the Corning Glassworks Foundation in November 1979, called for the creation of a new program, to serve 25 to 35 children at the outset, with enrollment increasing gradually as the center became an accepted part of the community. The program should be housed in a church or school centrally located in Corning and should operate from 7:30 a.m. to 5:30 p.m. for children aged 3 to 5 years old. Children of company employees and other community residents would be enrolled on an equal basis. Obtaining high-quality staff was to be a priority.

To encourage amicable relations between the new program and existing child care services in Corning, the task force also recommended establishing a child care information and referral service. The service would provide objective information about babysitters, nursery schools and other day care facilities. "We never tried to be the only answer for working parents," said co-director Ann Allen. "We said, 'Here

All photos in this story by Joan Marcus



are all the alternatives. You choose.' " The task force noted that the referral service also would help families meet child care needs which the new program could not yet address, such as evening care, infant care and care for children living too far away to be easily transported to the center.

To the surprise of some observers, Corning executives had few objections to the plan. Amory Houghton, Jr., chairman of the board of Corning Glassworks, stated, "I wish I could say I personally thought up the idea of a day care center. . . . I didn't. What I did do was to believe in the people who suggested the idea because of who they were—then supported them. Finally, of course, the program carried itself. It was the right thing to do."

Said one observer who was close to the evolving situation then: "Like many corporate executives, Amory Houghton is from a different generation when more mothers provided their own child care. He may not have understood the new needs, but he trusted his employees. Corning's philosophy is, 'A company's only as good as its people.' Some top-level people in the company were behind the new day care program; their support was essential."

The Corning Glassworks Foundation approved the plan in December 1979 and agreed to take on a major share of the financial responsibility: $40,000 for start-up costs, plus $25,000 for operating expenses each year, and an additional $4,000 per year for the child care information and referral service.

In September 1980, nine months after the proposal had been approved, the Corning Children's Center opened its doors for action.

The Families' Views

Just after dawn on a nippy November morning, there was already quite a commotion in the Naylors' large light green farmhouse just over a ridge of the rolling Allegheny Mountains in upstate New York. Randy, 4, and Ryan, 8, had just finished breakfast and were scampering about their home, playing with their cat and showing off prized playthings to a captive photographer. Ray Naylor, the boys' father, had already left for the glassworks, where he is employed as a pipefitter. While the boys plus photographer explored outdoor forts, Mrs. Andrea Naylor, a systems' coordinator for the Ingersoll Rand company, discussed her views of the Corning Children's Center, where Randy is enrolled.

"Before the center opened, Randy's grandmother watched him for a year and a half," said Mrs. Naylor. "But kids are too much for the grandparents. They need more time to themselves. And I wanted him to get some social training—learn to raise his hand instead of screaming out, learn to wait in line, things like that. I think Randy enjoys the outings they have, the hikes and trips. He was excited when they picked strawberries this summer, and pumpkins for Hallowe'en."

Later that morning, as Randy waved good-bye to his mother through a glass panel at the entrance to the children's center, Mrs. Naylor added, "Sometimes I feel a little bad leaving him, but I'd feel bad leaving him anywhere. It's the mother in me. But I think he gets personal care. I've called several times to see how he is, and they're always very helpful. If he's sick, they'll phone one of us at work."

At the Corning Glassworks' Fallbrook plant, Randy's father was repairing some damaged pipe, welding and soldering, and fixing a broken air conditioner. A union steward, Ray Naylor meets once a month with Corning's management. "We air our gripes and they try and follow up, and they tell us how they see things, and we try to help them out," he said. "They're an excellent company to work for." The Corning Children's Center was a case in point.

Mr. Naylor explained that Corning

pays about $20 a week for each child at the center, while parents pay $43 per week. Since the grandmother no longer has to take care of Randy, predictable generational conflicts over the upbringing of youngsters have eased considerably in his family, Mr. Naylor observed. He added, "Besides, it's good for Randy to be with other children. Out where we live in the country, the nearest neighbor isn't that close. Randy can't be wandering down the road on his own. He doesn't see that many kids."

About 15 miles away, in the great green barn that he has converted into a canoe and racing boat factory, Calvin Coffey was at work on an eight-man racing shell. His four-year-old daughter Lorraine enjoyed the day care program until baby Claire came along, he said; now, since the family has to pay a babysitter for looking after seven-month-old Claire, Lorraine stays with the sitter too. But Mr. Coffey still

At the age of four, Randy Naylor (RIGHT) is a regular at the center. (LEFT) Randy kisses his mother goodbye as she drops him off at the center en route to her job at Ingersoll Rand. (ABOVE) Randy's father is a pipefitter at Corning Glassworks. (TOP) Marisol Lopehandia.

sits on the center's 19-member board of directors and believes the program offers "excellent day care service."

"We moved here in July 1979," he explained. "We were a dual career family, and we were new to the area. We had no neighbors we were close to or relatives around who could look after Lorraine. We visited a couple of places, but they seemed too desperate for money. One program was in an old rundown trailer, and the owner said, 'Just bring your kid and a can of soup.' It wasn't our idea of day care. . . . But we were very pleased with the Corning program."

Calvin Coffey continued, "The glassworks is a family-oriented business. Lots of businesses tend to be immoral. They hide behind the corporate image. When something goes wrong, you point the finger at them, nobody takes the blame. But at Corning the majority stockholders are known, and they wouldn't want anything to reflect badly on them. They have a high code of ethics and a sense of social responsibility."

Community Contributions

Back in the converted Sunday school building that houses the Corning Children's Center, codirectors Ann Allen and Sonia Werner, when asked about advice for other day programs now in the toddling stage, stressed the value of industry sponsorship. They were quick to point out that such sponsorship is more than just a pragmatic way to secure predictable funding. Said Ann Allen, "It's important to have not only the backing but the input of business people. We are running a business—one that serves children. Now when we're trying to develop a children's art calendar to raise funds for the program, for example, I can go to Bob Ivers, Corning Glassworks' design department head, and ask for his help. And the glassworks has been an invaluable resource for developing our managerial and business skills."

She and Sonia Werner, who split the director's position through a job-sharing relationship that allows each to work part time, stressed that the benefits to industries can be tangible. It's too early to assess the Corning experience, but they cited the findings of a Texas pacemaker firm called Inter Medics. After instituting a day care program, the company experienced a substantial reduction in tardiness and absenteeism. Some employees reported better concentration on the job, now that they weren't so preoccupied with what was happening to their children. And with happier employees, the firm also had less staff turnover.

The codirectors also affirmed the importance of contributions from community members and organizations. The local hospital, for example, provides the children's lunches for the cost of the food alone. The Retired Senior Volunteer Program has assigned elderly citizens to help out with bookkeeping and other office functions. The community college has encouraged college students to earn money or college credit by working at the center. The First Presbyterian Church of Corning provides the day care facilities, including utilities, janitorial help and some paper supplies for the rate of $4 per foot per year, or $8,000 per year. The local school system has provided free hearing tests for the children, and the Lions' Club offered free vision screening. A psychologist donated advice about how to deal with two children with behavior problems. A local pediatrician is available by phone if medical emergencies arise.

Several parents have also helped contribute to the center's success. A mechanical engineer and skilled woodworker, Calvin Coffey made lockers for the children's coats and other belongings. Ray Naylor brought in smelts one day to cook with the children. Jacqueline Brown, a mother of Chinese ancestry, teamed up with Sue Whalen of the center's staff to present a two-week celebration of Chinese culture. Events included lantern making, chopstick using, displays of assorted Chinese artifacts and an opportunity for the children to get a special taste for Chinese culture by creating and consuming wonton soup.

Commented Johanna Hood, now assistant director of the local Head Start program: "They don't act like they're telling parents how to raise their kids. Parents have a lot of good ideas. They say, 'If you want to tell us something, come on in. You matter. We've not forgotten that they're your children.'"

And how do the children feel about the program? Randy Naylor, athletic and rambunctious, paused long enough to allow that the program was "good." Then he scurried off to join Garrett, the space ranger now turned Indian, for a make-believe game featuring the Lone Ranger and someone Garrett called "Ah-Kemosabe."

Precocious Holly, who was almost three at the time of the interview, said she liked the center "because it has books." She added, "We have a very good lunch" and indicated that she enjoyed the other children. "They go to sleep good. They paint good. They're good to me," she said.

Was there anything else she liked or didn't like about the center, the unrelenting interviewer inquired. "Yes," Holly replied, helpfully. "I like it for Q and for S."

Huh?

"You know, the letters."

(OPPOSITE) Adam Lehmann. (BELOW) Holly Thomas.

Appalachian Views

This is the tenth in a series of interviews with Appalachian citizens who discuss the forces that affect development in their areas, from the perspective of their own experiences. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, the interviews present a picture of life in the Region today as it appears to people who call it home.

A South Carolina Legislator Speaks

I've been in the South Carolina General Assembly since 1969. I'm finishing out my seventh term there. Just how I got into politics is kind of a long story. I was in the liquified petroleum gas business here in Anderson for 25 years. Then in 1963 I sold the business. It happened that at that time the city was having a drive to annex some areas north of the city limits, something that had been attempted unsuccessfully twice before. The work done on the first two drives made my job relatively easy, however, and we were able to get the area annexed. I got more credit for it than I deserved. But everybody thought I should be in politics after that; so I ran for city council and served at that position for two terms. Then I ran for the House of Representatives from the third district, won that race and have been in the House ever since. . . .

South Carolina Council of Governments

Patrick Harris.

I've always been a joiner, and I really think that the General Assembly of South Carolina is the greatest fraternity I've ever joined. Like in any organization, you find some good and some bad, but, generally, any person elected to public office has to be a fairly clean sort of person. He has to stand the scrutiny of the public, and if he does something wrong, he usually isn't reelected. . . .

I'm real proud of my age, 70 years. Working for the aging in the state is one of my special fields of interest. Once, a few years ago, I received an award in Washington, D.C., and after the presentation was over, a reporter asked me how it felt to be getting old. I told him that when I considered the only alternative, I thought it was great. So that's where I stand on age. I've never been a believer in a clock and a calendar. Those are the two damnedest inventions of man. I don't believe you should say, "Well, it's five o'clock, and it's time to quit" or "It's nine o'clock, and it's time to go to work." You ought to work 'til the job is done.

Of course, politics does take away from your personal life a great deal. I sometimes wonder how young folks who are in the profession can afford the time that it takes to be a politician at the state level. It requires almost 100 percent of your time these days. I guess I spend a little more time at it than a lot of others do because I serve on so many committees. I'm not boasting, but I'm real proud of my committee assignments. I'm chairman of the ethics committee, vice-chairman of ways and means, chairman of mental health and mental retardation, vice-chairman of the committee on aging, I serve on the committee for state employees, and I'm chairman of the South Carolina liquid petroleum gas board. . . .

Constitutionally, the South Carolina General Assembly is supposed to work 40 days each year, but since I've been there, we've never achieved that length of time: we generally go much longer. But we're paid for only 40 days. Government is so complicated now that you can only make haste slowly. . . .

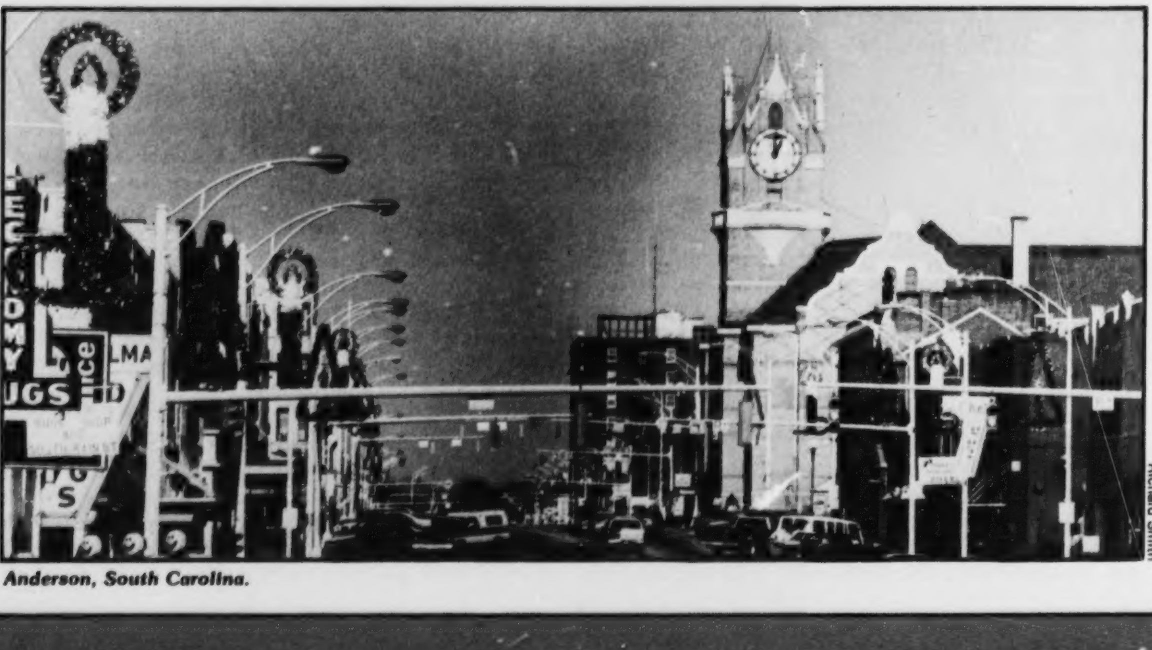
In addition to my work in the General Assembly, my other great love is my involvement with the Appalachian Council of Governments, what we call the Appalachia COG. I feel we've got a real viable organization over there in Greenville, and I should know since I've been board chairman three times and have been on the board itself since the COG began. Our Appalachia COG is the envy of the whole state because of the way we've put together an organization with such a fine staff with a real dedicated membership. We've got some board members who have been participating since the group was known as the old Appalachia Advisory Board. Mr. Edwards is one that I recall. I believe former Congressman Ashmore is another who has been there since the inception of the thing and who has never missed a meeting. We've only had two directors in fifteen years: Don Hinson, who is now chief of staff at the governor's office, and Bill Millett.

You know, when the Appalachian Region was established, it covered the poverty belts in all the 13 Appalachian states. We qualified in our six-county area. But now when we come up with something—some need or some new way of doing something—people from other parts of the state say, "Oh, you're from that rich Appalachian area that gets all those ARC dollars." But I really think the reason why we occupy the spotlight so often is because we've learned to handle our situation really well. We've been real judicious in spending our money. I believe even Washington recognizes this of us. Yes, the South Carolina Appalachian COG is the envy of a lot of people all over the nation. I think that throughout the whole ARC Region we're recognized as one of *the* COGs. We feel that way, anyhow.

And I say the main reason why this COG is so efficient is the relationship that exists around the board. Everything goes over the table and is hammered out there. We have had some pointed differences with staff at times, but we are able to sit down and work them out.

I realize that this COG area now is a lot better off than most places in the Region, especially in Central Appalachia. And I give the COG a lot of credit for this situation. Before ARC and the COG were on the scene here, however, I don't know that we were much different from other needy places. You take our per capita income back then. We were about 75th in the nation in 1965. It's been the infusion of good management, good technology and good location that has enabled us to turn things around and bring industries in here. For instance, our technical schools, which were heavily funded by ARC, along with a lot of state money, are recognized all over the nation for their quality educational and training programs. NBC did a documentary on our tech schools, on how unusually fine they are. They have really made a significant difference in our area's ability to move ahead over the past 15 years or so. As a matter of fact, two of the presidents of our Appalachian tech schools went over to Germany and put on some seminars for German educators—that's how good the schools are rated. . . .

It's true that at the moment the textile business forms our industrial base, but we're becoming much more diversified. Really, it has been the combined work of the COG and our tech schools that has helped us to shift economically. When Senator Hollings was governor, we were in the economic doldrums, all over the state. He conceived the idea of the tech schools and was both applauded and criticized for it. Some politicians were


Richard Smith

Anderson, South Carolina.

fearful of the cost. Back then, our economy was only textiles. The tech schools put looms and spinning frames in any old type of building, and it sufficed. But as the high technology people started coming in—like National Cash Register right over in Pickens County and Minneapolis Honeywell—they required very specialized training programs. They'd tell us, for instance, that they had some equipment that must be used in a very controlled atmosphere, and we set up the tech courses to meet that specific requirement.

I firmly believe that the tech system started this area's industrial revolution. It got us away from purely cotton production (there wasn't a single bale of cotton ginned in Anderson County last year), which for years was this region's main occupation. Most farmers around here raised cotton to supply the cotton textile plants. Now, though, it's mainly synthetic fibers that are used, and we're moving into the petrochemical and electronics fields very quickly.

In view of this, I'd say that one of our most critical needs here is to develop the right kinds of programs in our tech and vocational schools so that we're able to anticipate the needs of our rapidly expanding industrial situation. And we can't do this without help. . . .

Over the years ARC has put in something like 25 million dollars into technical and vocational education in Appalachian South Carolina, for construction and equipment mainly. I think the foresight of our COG people, board and staff, in earmarking as large a percentage of the original money for tech and vocational education has made a tremendous difference in this district. We've built 12 vocational schools, and I believe we've built 18 technical education buildings with ARC funds. These early investments are paying off in a big way. . . .

We've got a very cohesive population up here in this part of the state. As I say, when you get down to Charleston, you're in another world from ours. These Charleston folks say that's where the Cooper River and the Ashley River flow together to form the Atlantic Ocean—and I think they really believe that. Most people around here, though, are used to working together.

Historically, western South Carolinians have been Democrats. Up until the last few years, the Democratic primary was tantamount to an election. But now we have an infusion of both parties, though Democrats prevail. I suppose you could call us Dixiecrats, though I suspect you'd find a lot of independents—Democrats and Republicans—here. We've only had one Republican governor since Reconstruction, and that was our last, Governor Edwards.

So with all this Democratic heritage behind me, how do I view the current Administration's economic policies? In a positive light. . . . Our present situation requires radical surgery. We're either going to go bust, or we're going to get back on an even keel. I'm fully convinced that's the way we're headed. So I support most of the Reagan economic policies. I've been an advocate of the block grant system for a long time. I think that the proposed block grant setup will remain, to a great degree, not too different from the present categorical grant arrangement. But I also think that if we handle the proposed block grant system really well, we'll see more pure block grants come down in the years ahead.

The critics of the block grant system are those agencies who've been getting a big chunk of the dough. I wouldn't like to name those agencies, but we all know who they are. They don't want to give up all the Medicaid and other monies, and they don't want anybody even to have a say as to how they are handled. . . .

Historically, South Carolina is a legislative state. We designate not a great deal of authority to the executive. So when we found out that the new block grants will go basically to the chief executive officer of the state, the governor, unless otherwise provided for by law, well, we (the House of Representatives) put a provision into this year's appropriations bill that states that grant monies will be handled by the joint appropriations review committee and by the budget and control board—as well as by the governor's office, of course. Some said this didn't give the governor enough authority in the matter. My contention is, however, that as chairman of the budget and control board, the governor has adequate input. But the Senate didn't think so. They changed it, and their version passed. So block grants go directly to the governor's office for designation with veto power vested in the joint appropriations review committee. No one knows how this will work out.

Still and all, I'm a staunch supporter of the block grant system as it stands. I think the more red tape, or whatever color you have, that you can cut out, the better it is. I think we have some terrifically good programs that are just fraught with abuse. If we can just cut these abuses out, I don't think so many programs will go by the board. Maybe there won't be as many participants as there have been in the past. . . .

But back to our Appalachian COG. I believe I've mentioned that I've served three terms as the COG's board chairman. You're only supposed to serve for two terms, but Franklin Roosevelt and I set a pattern on that. We were right in a transition period with Don Hinson going to work in the governor's office. When he left, we were in the throes of getting a new director, and rather than disrupt the organization any more than we had to, they asked me to remain on as chairman for another year. (I believe they've been sorry ever since.) So I stayed on to help us over the transition period. After all, Don had been the only director we'd ever had.

My attention is divided between the General Assembly and COG—I just don't know which bears precedence. I love both jobs. Of course, I can see the most direct results in my area from my Appalachian COG involvement. I look with a little fear at what the future may mean for COG. Oh, we'll continue to operate, that's for certain. Even prior to this administration's fiscal belt tightening, we had taken every contingency into account in our budgeting process and had significantly scaled down some of our operations. We're already cut to the bare bones in staff and operations—but we'll survive because we're good at what we do and because there's a genuine need for us in this entire area. . . .

To my way of thinking, I don't believe you could find any area better than ours for a place to live and work. . . . I think over all, with what Nature has provided in the way of climate and natural beauty and what we have provided with some fine infrastructure, why, we're right in the catbird's seat. . . .

We have a lot of Europeans living here due to our industrial diversification, as well as a lot of northerners, easterners and westerners. For instance, our local development board was instrumental in bringing in a firm from Germany that in turn brought in many native Germans to live here. Germany in particular has been for the past two years hearing the South Carolina Appalachian song. I'd hesitate to say how many millions of German money are invested here. And French money as well. There are two Michelin plants in this district alone.

Sure, these foreign investors and those from outside the state send much of their profits to their home offices. But they put an awful lot into South Carolina as well, mainly through their employees' salaries. They have a very high wage scale, most of them do, well above the minimum wage. This money goes right back into our tax coffers and into the local business economy.

What we need most in this area now is help with keeping apace with our rapid growth. In 1973 we had 625,000 people living in this district. By 1990 we'll have one million. This is happening because people, individuals and business concerns, are finding out all the advantages to living and working here. Years ago, who would have dreamed that today we'd be judged by *Money Magazine* to be among the five most attractive areas in the country to live in? But of course, with all this growth come greater responsibilities, greater problems. We need more schools, more hospitals, better transportation.

So today our happy problem is immigration. And we've got to have help, from the state and from the federal side of things, dealing with it. One of our greatest needs is a regional transportation system that can hook Anderson, Greenville, Spartanburg and Cherokee together more effectively. Right now we have no transportation system, and I feel it has to be our next major infrastructure investment. Transportation is simply vital to our continued growth.

Like they say, we're moving in the fast track in this area. But we don't want to grow like Topsy with little guidance or control over our futures. On the other hand, neither do we want to stifle opportunity. We've got a winning combination here—locale and people—and we've got to concentrate our greatest efforts on capitalizing on this combination.

Mr. Harris with present and former members of the board of the South Carolina Council of Governments: (left to right) Mary Dusenberry, Sandy Linning, Bill Cooksey.

Appalachian Artists Gai

More than Land or Sky

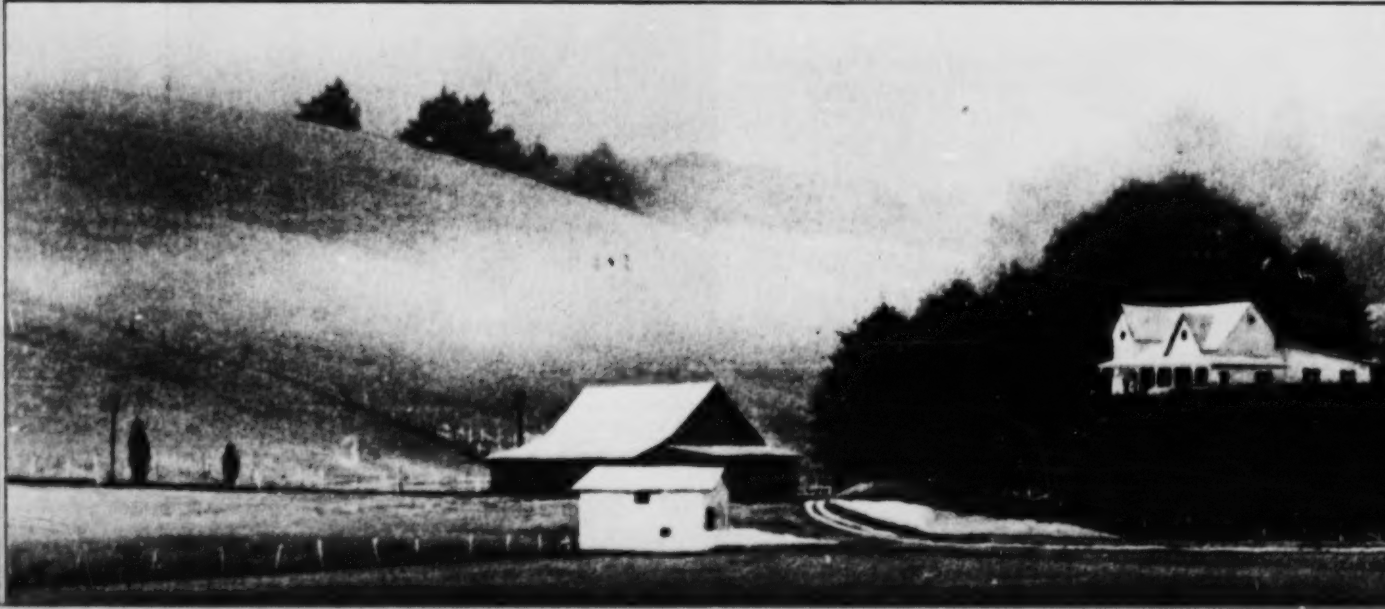
An extraordinary exhibition heralding the coming of age of the fine arts in Appalachia is currently on the first leg of a tour of all 13 Appalachian states. The display of 105 works by 69 artists, all of whom live and work in the Appalachian Region, is shattering cliches about mountain culture and replacing them with an updated appreciation of the skill and sophistication of the contemporary Appalachian artist. The exhibition opened in Washington, D.C., at the Smithsonian Institution's National Museum of American Art on October 30, 1981, and began its tour on January 3, 1982. Originally the inspiration of Ann Bray, a native of Kentucky and former staff member of the Appalachian Regional Commission (ARC), this landmark exhibition, the first national showing of paintings, drawings and sculpture from the Appalachian Region, was planned by the Smithsonian cooperatively with ARC and evocatively titled "More than Land or Sky: Art from Appalachia." The honorary sponsoring committee for the exhibition is made up of the governors of the 13 Appalachian states.

Although paintings by a number of folk artists are included, this is not another showing of the widely esteemed naïve art and old-time crafts of an historically isolated people. Rather, it is an exhibition of the work of men and women who, both in vision and in technique, are allied with an international fine arts tradition. Two-thirds of the participating artists hold advanced university degrees.

What then, other than residence in Appalachia, unites them as Appalachian artists? In what way has the work of these professionals, who, in many cases, have studied outside the Region and traveled broadly in this country and on other continents, been shaped by the area in which they have chosen to live and work and in which many of them were born? What are the common elements found in a large collection of

Egon Weck

(ABOVE) ARC Federal Cochairman Albert P. Smith, Jr., and Mrs. Winter, wife of Governor William Winter of Mississippi, at the exhibition opening. (BELOW) "Early Light—Fogbound I and II" by William Dunlap.



n National Recognition

By Elinor Horwitz

works of art which at first glance seem so remarkably diverse?

The idea behind the exhibition was to explore the influence of the physical setting in which the artist lives on the content of his or her work. The large—127-page—catalogue not only reproduces every work in the show and provides biographical data on the artists, but also includes statements from the artists themselves as they attempted to answer these questions. Although the viewer may be dazzled initially by the range of style, technique and subject matter, a closer look at the art, a review of the catalogue statements and a talk with the artists themselves reveal common sources of inspiration, common feelings of closeness to the land and people of Appalachia.

Jerry L. Noe, a native of Harlan County, Kentucky, who received his M.F.A. degree from the Chicago Art Institute, feels that the major influence on his work has been his Appalachian heritage. Discussing his "Mountain Landscape," constructed of carved and painted wood with an arched rainbow made of neon tubing, Noe says, "Even my more abstract pieces come directly from the Harlan County landscape and from my respect for the natural beauty and natural forms I saw every day as I was growing up."

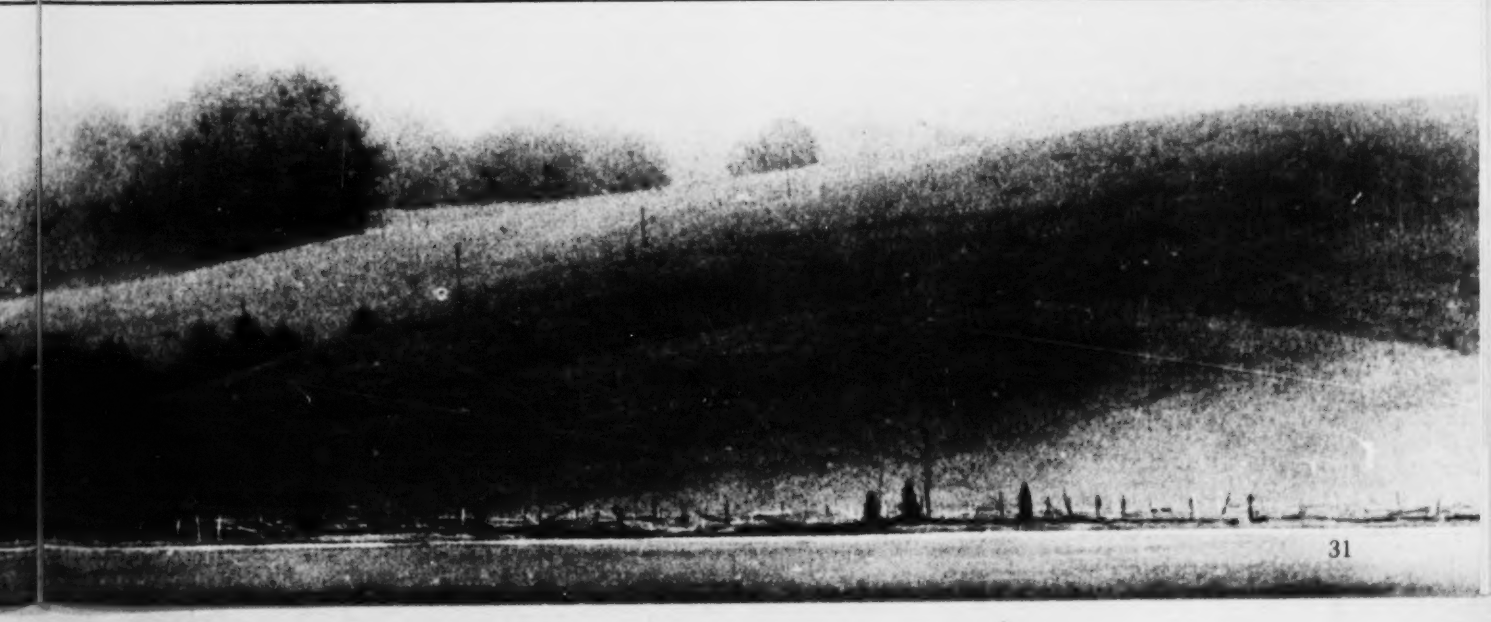
Quite a different landscape work is the two-part painting, or diptych, of William Dunlap of Boone, North Carolina. Composed of two panels, each nine feet long, the work is titled "Early Light—Fogbound I and II." Dunlap, who grew up near the Natchez Trace in Webster County, Mississippi, says his art is about mobility.

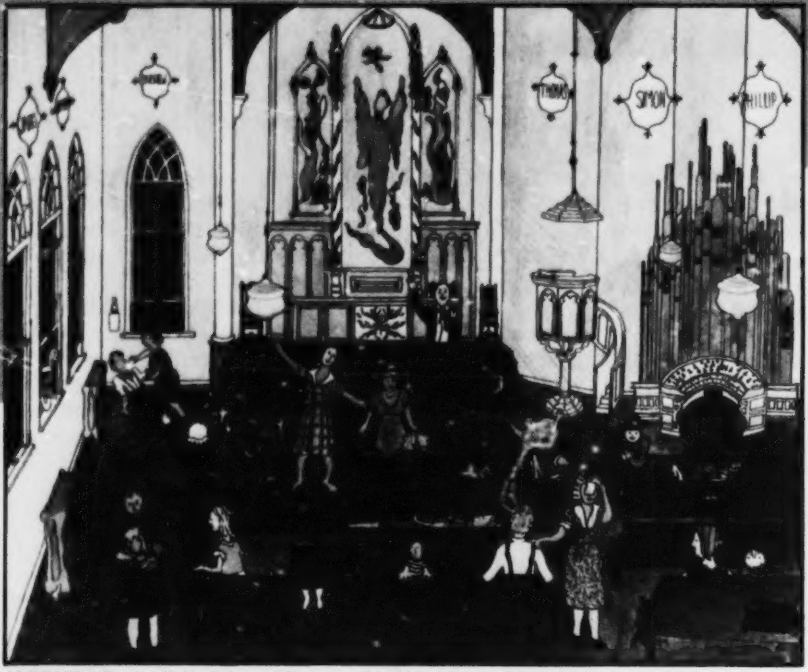
"The diptych is about the view seen while driving down a highway. It's a composite—part drawn from the panorama I saw every day for ten years when I lived in Blowing Rock and drove to my teaching job at Appalachian State University in Boone, and part from

Egon Weck

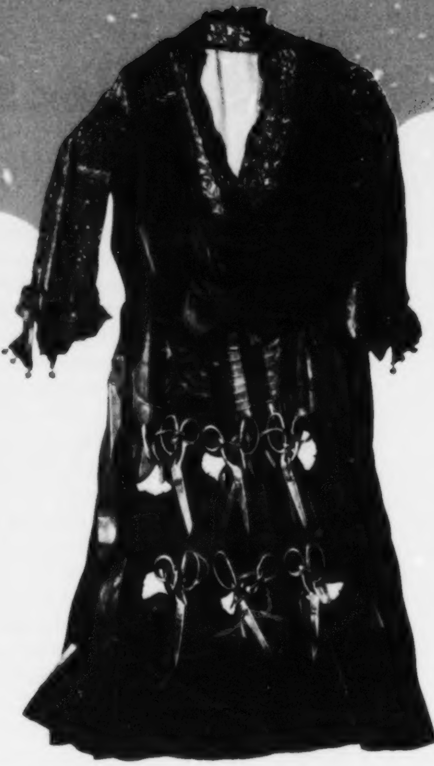
(ABOVE) Governor Harry R. Hughes of Maryland and Mrs. Hughes at the opening. Mrs. Hughes was chairwoman of the women's planning committee for the preview.

National Museum of American Art





National Museum of American Art



National Museum of American Art

(ABOVE) "Revival" by Edward Rogge. (RIGHT) "Black Dress with Scissors" by Ron Isaacs.

the roadside along a highway in Tennessee. I grew up near an ancient highway recognizing that people used to see the land from the water, passing slowly. Now we see it in quick snatches riding by in a car. When I was a kid, my idea of an artist was a sweet old lady who painted magnolias on plates. Like many of us who grew up in the Appalachian Region, I grew up with an oral rather than a visual tradition. My art is a narrative art, and I think this is typical of Appalachian artists."

George Ayers Cress, head of the art department at the University of Tennessee, Chattanooga, says, "I look out my window at a gorgeous valley and up to a ridge. Patterns of light and form are always changing. The stimulus for my semiabstract paintings comes from observing these patterns and light effects and from a sense of place and locale that is similar to the emotions many southern writers feel. This derives as well from the fact that my ancestors came to northern Georgia in the 1700s. Knowing this has given me a feeling of closeness to the southern mountains."

A sculptural reflection of place can be seen in Charles J. Eldred's brass and bronze sculpture, "Winter Camera." Made of found objects, the piece has elements that look like a camera and others that look like a cathedral, echoing the gold domes of old Eastern Orthodox churches in the area of his home in Binghamton, New York, where he was born and now teaches at the State University of New York.

Recurrent themes include closeness to family and to past generations. The work of Ron Isaacs of Richmond, Kentucky, appears in this exhibition as two constructions of thin plywood, carved and painted. Both deal with clothing of women of the past rendered in a highly imaginative technique that innovatively blends past and present. Carolyn C. Sanders-Turner of Beckley, West Virginia, celebrates the handiwork of women of the past in her painting "Forgotten Treasures."

David "Blue" Lamm, who is both a working coal-miner and a dedicated artist whose work has been exhibited in group and one-person shows on both coasts, has a social message as his prevailing theme. An active member of the United Mine Workers of America, he strives through his art for better, safer work conditions in the coal camps of West Virginia. He and Andrew Mitchell Willis, whose work is also on display, are cofounders of the Miners Art Group.

Before the opening of the exhibition at the National Museum of American Art, one Appalachian artist, John Spofforth of Athens, Ohio, attracted considerable atten-

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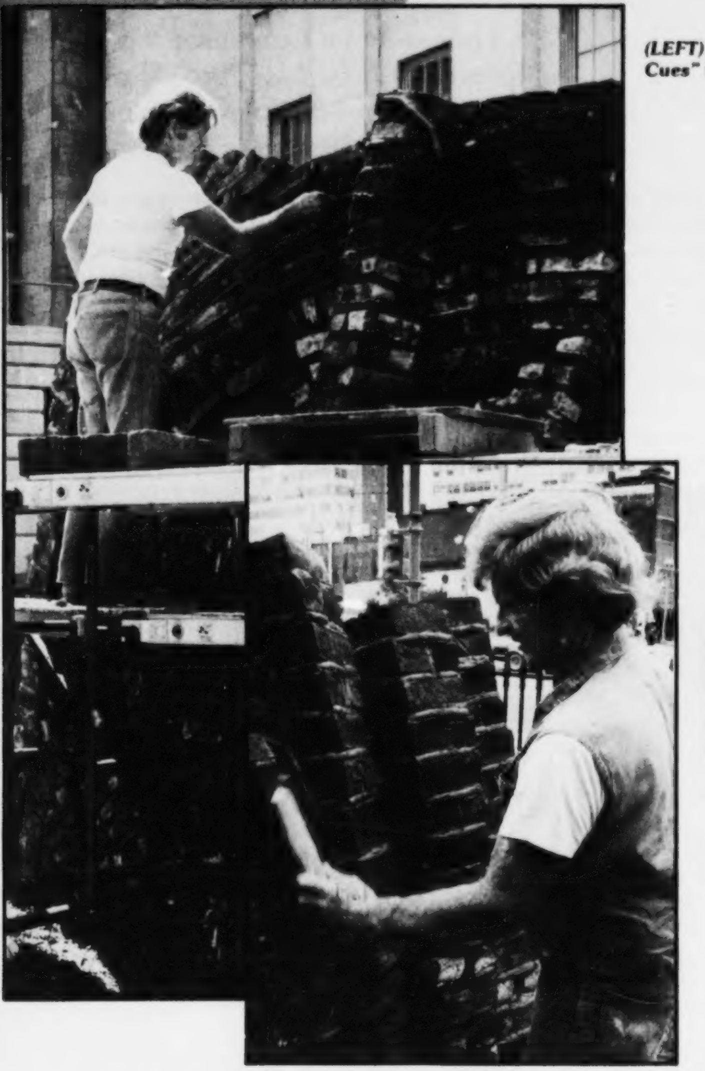
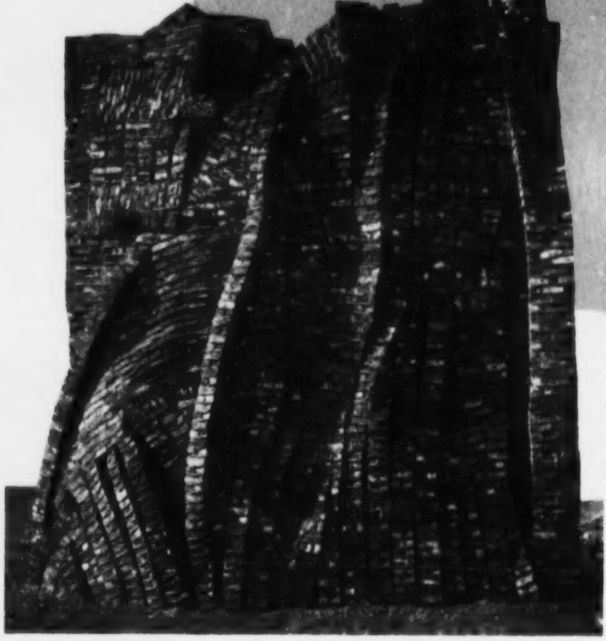
Elinor Horwitz is a freelance writer and the author of two books on Appalachia, *Mountain People, Mountain Crafts* and *Contemporary American Folk Artists*.



(LEFT) John Spofforth and his sculpture "Efficacy: Cross-Cues" in various stages of construction.



National Museum of American Art

tion from passersby and Washington press and television reporters as he worked on a monumental sculpture on the museum's grounds. Titled "Efficacy: Cross-Cues," the piece is a large abstract form made of bricks. Spofforth, who worked as a bricklayer in civilian life and during a period of service with the Seabees, went to art school after discharge from the service, and received a master of fine arts degree. Although he was trained in a variety of conventional art media, he returned to his beloved bricks and mortar and has constructed similar pieces on commission for a number of public buildings and college campuses.

"There was a fad in art for impermanence in the 1950s, but what I love is permanence, and that's why I love bricks and mortar," Spofforth says. "Art is really about ideas and not about things, but there isn't any question that this piece reflects the rough, irregular Appalachian hills, the feeling of density and geological stress, the residue of time."

A number of folk artists are included in this exhibition. The work of Edward Rogge of Kilmichael, Mississippi, first became known to the late Joshua Taylor, director of the National Museum of American Art, several years ago when Rogge began sending paintings up for criticism, each one rolled into a large Quaker Oats box. The work of a folk artist from northern Appalachia is "Busy Bee Diner" by Mary Shelley, a sign painted from a rural area near Ithaca, New York. Shelley carves her pictures in shallow relief on one-inch-thick pine boards and then paints and varnishes them.

Lonnie Holley, the seventh of 27 children, has been working for less than a year. He has two figures, carved in discarded chunks of limestone, on display.

Howard Finster, of Summerville, Georgia, is the best known of the group, an elderly man of awesome versatility and energy who sings, plays the banjo, writes songs and has completed 2,117 paintings since he first copied George Washington's face in bicycle paint from a dollar bill in 1976. Finster, who has worked as a preacher and a bicycle and lawn mower repairman, is well known in folk art circles, and his work is widely exhibited. Surrounding his house is his two-acre "Paradise Garden," where fruits and vegetables grow along walls hung with his paintings, beside painted cement walks and large cement figures of Abraham Lincoln, John F. Kennedy, Elvis Presley, eight-foot angels and Finster himself. The title for the show was taken from one of his songs:

I've got more than this old world can ever hold,
I've got more than all the silver and all the gold,
I've got more than land or sky,
I've got more than all the money in this old
world could ever buy.

> ***I guess when I was growing up living close to the land like we did, we got so we kind of trusted animals more than we did people.***

Eight Native Appalachian Artists Speak of Their Work

Lester Pross

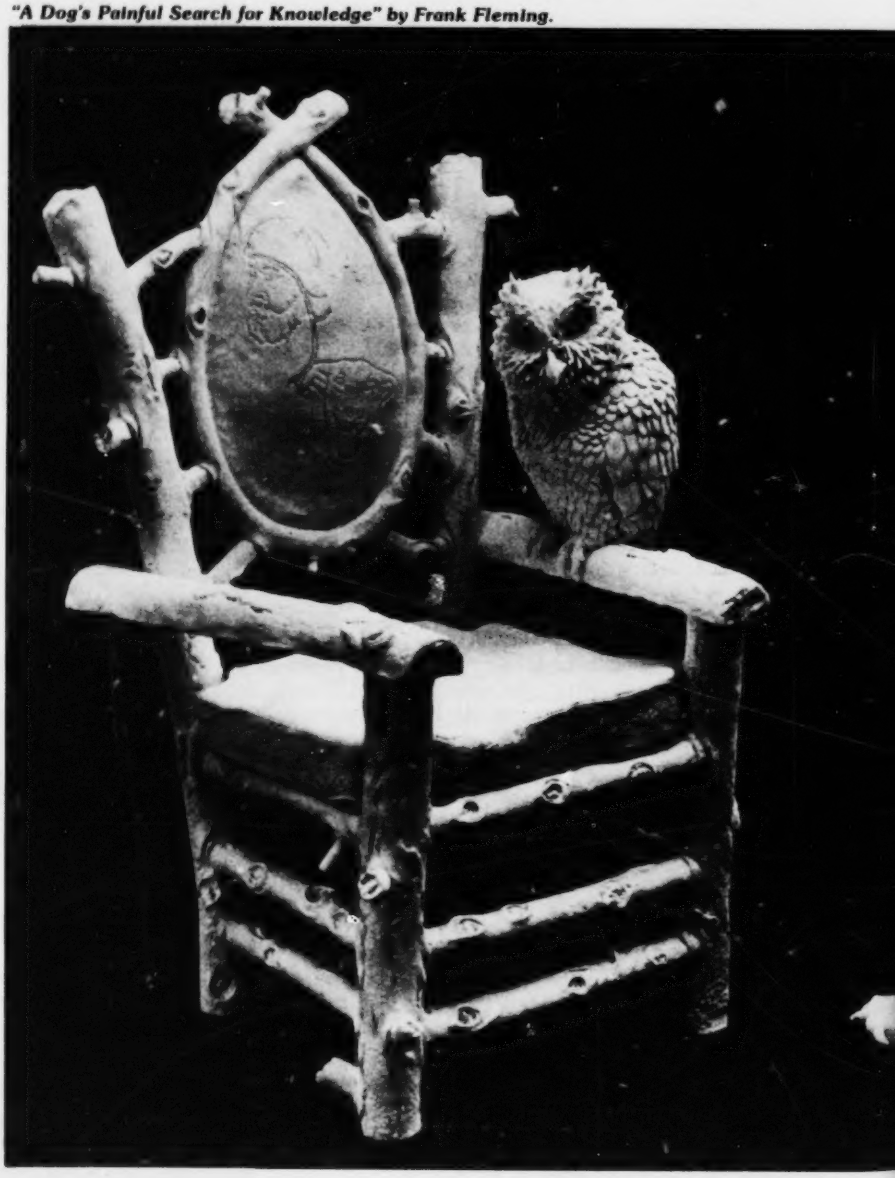
Lester Pross, head of the art department at Berea College, grew up in the northern Appalachian region of New York but has been in Berea, Kentucky, since 1946.

"It's a different culture up there, and yet the environment is similar—the aspects I find comforting are the same. When you live in a place that overlooks fields and mountains, you can't help but be affected in your work by the nature of the land. You can't avoid immersing yourself in the seasons, the ever-changing look of the sky and the woods. Although I've traveled and even lived in other countries and been strongly influenced intellectually by what I've seen, my paintings continue to reflect the growingness of this part of the world, the beauty and variety of the landscape."

Pross, who received his B.A. and M.A. degrees at Oberlin, has spent his entire teaching career on the Berea staff. Sabbatical years have been spent teaching in Pakistan at the University of the Punjab in Lahore, and in Egypt, at the American University in Cairo. Another sabbatical was spent studying at the University of Colorado seminar in Kyoto, Japan. Pross has traveled widely in Europe and the Middle East and has taught Islamic and Indian art as well as other art history courses at Berea. He has been particularly interested in the college careers of Berea's 80-100 exchange students from other lands, most of them third-world countries in Africa, Asia and South America.

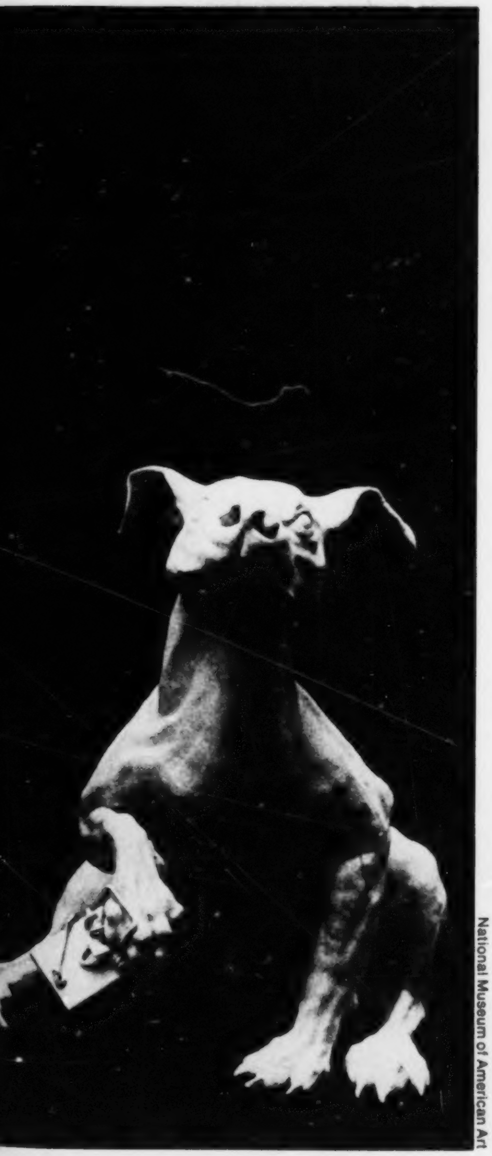
There have been great changes in the availability and quality of art education in Appalachia since Pross became head of Berea's art department in 1950. "There was little official support for art education at the time. In 1960 I started the Kentucky Guild of Artists and Craftsmen to see what local art activity was going on and to help support it. Before that time professionalism in the arts simply wasn't presented as a viable alternative for talented students," he says. "There was a lack of museums, and in the central Appalachian region the schools pretty much ignored the fine arts, with some few exceptions. When students came to Berea, we assumed they had had little or no experience of any sort in the visual arts. Things have improved now, at lower levels and at the college level as well. Regional universities in the central Appalachians offer more in the visual arts than do the liberal arts colleges, and at Berea, where the crafts were always important, there is now a good-sized art department with particular strength in

"A Dog's Painful Search for Knowledge" by Frank Fleming.



ceramics, painting, print making, textiles and art history."

As a painter, and perhaps even more enthusiastically as an art educator, Pross was delighted to hear two years ago that this exhibition was being planned. "It takes Appalachian art beyond the usual concept of the folksy and the craftsy and puts us where we now belong, in the mainstream. It shifts the focus. This is a good thing for people outside the Region to be aware of, and it's also important for people *in* the Region to be aware of this change, too."



National Museum of American Art

Frank Fleming

"We were poor dirt farmers," says Frank Fleming, who has lived all his life in the Appalachian counties of Alabama. Born in Bear Creek in Marion County, he was one of seven children. "We were real backwoods folks who ploughed with mules and never had anything or went anywhere."

Fleming, who now makes his home in Birmingham, feels he might be in Bear Creek yet were it not for the fact that he suffered from a disabling speech handicap.

"I had a really severe stutter," he says, in a voice that betrays little hint of any remaining problem, "and my teacher told my parents that I was a bright student and that state Easter Seal funds would pay for me to go to a school where there was a speech therapy program. This was at Florence State College, which is now the University of Northern Alabama. The state vocational rehabilitation program paid for my room, my tuition and my books, and I worked to pay my other expenses. Florence was only 35 miles from Bear Creek, but it was the first time I'd ever been to a city, and it really seemed like the end of the world!"

The young backwoodsman had taken a step that would alter the course of his life in more ways than he could ever have imagined. His speech disability was successfully treated, and courses in art led to work as a technical illustrator for Boeing Aircraft and NASA, and later to a job as a county art supervisor. Because he wanted more advanced training, he returned to school, this time to the University of Alabama at Tuscaloosa, where he received his master of fine arts degree in 1973. Since then he has been a full-time artist, has exhibited his work widely in one-person and group shows and has been the recipient of many awards and prizes.

Although Fleming started his professional career with drawing and painting, he became increasingly interested in ceramic sculpture. In 1975 he began experimenting with the uncommon medium of porcelain, and today he is widely known for his porcelain sculptures, one of which was purchased for the permanent collection of the National Museum in 1980.

He is represented in the current show by a wise and witty porcelain sculpture titled "A Dog's Painful Search for Knowledge," in which a dog is shown consulting with an owl. The dog has caught his paw in a mousetrap set by the owl, who was trying to trap something to eat. In Fleming's meticulous technique, each of the owl's feathers has been individually molded, and on the back of the chair on which the owl is perched there is a miniature pricked-out picture of Fleming and his dog.

Although Frank Fleming has become a highly sophisticated and widely traveled man since he left Bear Creek, he derives inspiration for his work from his rural childhood.

"Living in Appalachia made me appreciate the basic aspects of my surroundings," he says. "People here had to work harder to learn things than people did in many other parts of the country, and my dog, who is searching for knowledge, reflects that feeling. Almost all my pieces have some animal in them. I guess when I was growing up living close to the land like we did, we got so we kind of trusted animals more than we did people."

Fleming also takes pride in his pickles and preserves, which frequently take prizes at Alabama state fairs. Because a recent trip to New York on art business and pressure to complete work for a coming show prevented his attendance at the opening of the exhibition, he sent eight quarts of his okra pickles as a contribution to the buffet.

"My work was there, and my okra pickles were there. I think together they represent me better than my person," says the sage from Bear Creek.

I really believe the Appalachian artist is different from the artist in other parts of the country. We're accustomed to a constantly changing viewpoint. . . . The beauty just washes over you, and it washes out all the extraneous things.

Betty Warner

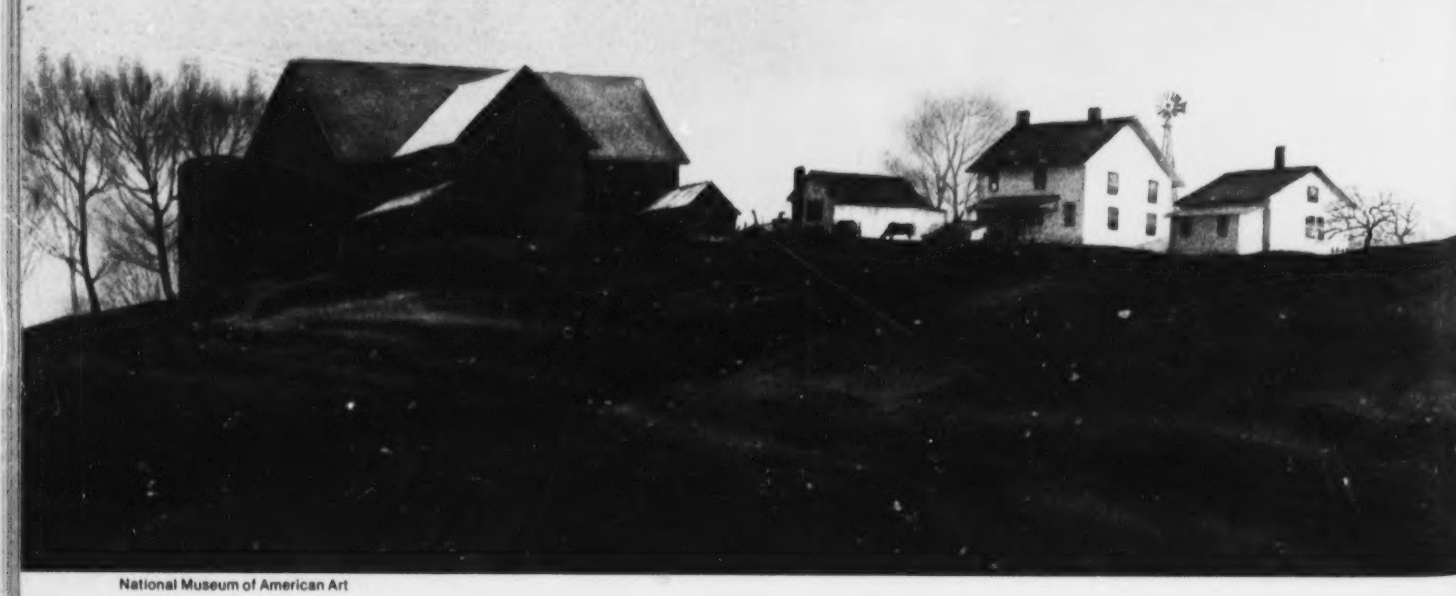
"What I do is pick a place I love and then paint it," says Betty Warner of Charleston, West Virginia, making it all sound easy. "I can't remember when I didn't paint. When I was a little girl, I used to sit under the round dining room table and draw. I called that part of the rug my 'studio', and I used to bring my paper and pencils and crayons there and work."

Warner's "Hilltop Farm at Dusk" is a typical work. She had seen the farm on trips she and her husband made to visit their children at Wooster College in Ohio. They tried to pass it at different times of day to see when the light was best and decided on a view at sunset. She set up her easel and started the painting on the site while the light held. She completed it at home, assisted by her sketches and by photographs made by her husband, a retired industrial photographer who continues to do photography as an art form.

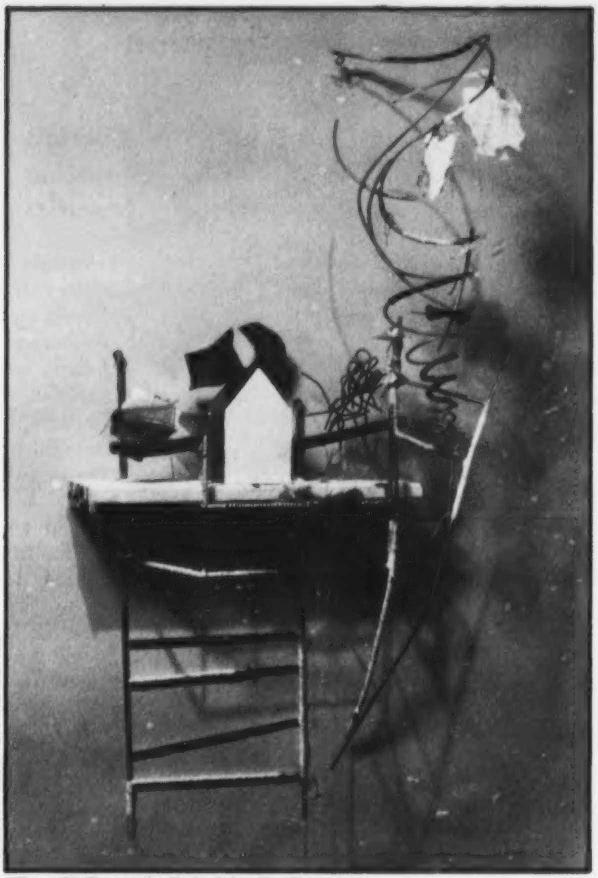
Although she has achieved considerable recognition in recent years and was one of 36 American finalists whose work was accepted for exhibition at the International Artists in Watercolor show in London last summer, another compelling interest in her life is music. Born and educated in Charleston, she studied music professionally, teaches chamber music, plays with a quartet and has played with the Charleston Symphony Orchestra since high school. Her career as a painter developed only after her children went off to college.

Warner takes great pride in being a West Virginian. "The rugged mountains, river valleys, broad agricultural areas—all the varied types of West Virginia landscape—are what I grew up with, and this landscape has always been a part of me," she says. "I really believe the Appalachian artist is different from the artist in other parts of the country. We're accustomed to a constantly changing viewpoint. We look up from the valleys at rocky heights; we look down from the mountains at green valleys and deep gorges. Charleston is located on a long river valley, but it's a short distance to open country and rolling hills to the west and to very rugged, really spectacular terrain to the east. Farther east where my brother has a farm in a lovely valley, there are wonderful little rivers. The beauty just washes over you, and it washes out all the extraneous things."

"Amish Farmstead, Sundown" by Betty Warner.

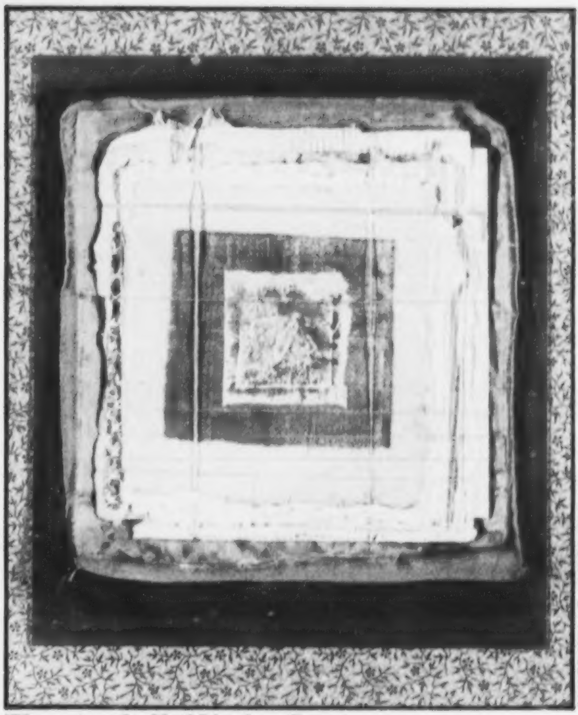


National Museum of American Art



"Tupelo Tornado Relic" by Ke Francis.

National Museum of American Art



"Memories of a Moth" by Jean Francis.

National Museum of American Art

Ke and Jean Francis

Ke Francis, a native of Tupelo, Mississippi, now lives with his artist wife, Jean, and his daughter, Kerry, 15 miles outside town on a lake, in a fishing cabin that he and his grandfather built when he was 13 years old. His studio, where he works at sculpture, printmaking and photography, is on the farm on which he grew up, the farm on which his grandparents still live. It is central to his life and to his work as an artist that four generations of his family still live within 15 miles of each other.

There was a time, not long ago, when Ke and Jean Francis were living in Cleveland, where Ke had received his graduate degree at the Cleveland Institute of Art and held a teaching position. At that time they were not certain they would ever return to live permanently in Mississippi.

"We had lived in Cleveland for four years, and when we decided to leave and work full time at our art, we looked briefly into the idea of settling in Colorado, where we had close friends. We even considered Nova Scotia. And then we decided—this was ten years ago—to come home. Living in the Region has affected my work much more than I ever expected. My piece in the show, 'Tupelo Tornado Relic,' came from my interviews with old people who remembered the famous tornado in Tupelo in 1936 that was the third worst tornado ever to hit the United States. This is an example of the direct influence of place on art. I've also been involved in photo documentation of changes in the landscape that have occurred due to these storms."

"Tupelo Tornado Relic" is a large mixed-media sculpture made of handmade paper, wood and steel which shows a house with a giant tree limb blown through it. Francis also is involved in print making and in fashioning large canvas constructions. He and his wife both teach in the summers at the Penland School of Crafts in North Carolina, but otherwise devote full time to their work, producing 12-15 shows a year, many of them two-person exhibitions. Both have won many awards.

"We come from a family of communicators," Jean Francis adds, talking about her husband's work and her own collages, three of which appear in the show. "We live in a rather physically isolated place out here, and when we first came, we didn't even have a telephone. I wrote and received letters constantly, and I found myself making ceramic sculpture in the forms of envelopes and stamps. I was interested in the idea of making paper, but there were no books on the subject, and I experimented with cotton sheets and a kitchen blender. Now I work the major mass in a large garbage can, turning it with an outboard motor, but I still use the blender to break up the rags into tinier fibers."

Jean Francis describes her handmade paper collages as memory pieces. "They express feelings I have about friends who are far away, and they also fix scraps of cloth that remind me of family and friends. One of the pieces in the show has scraps of Ke's grandmother's embroidered flowered pillow cases laid into the layers."

I'm here rooting around in my fabric scraps just the way my grandmother used to do to put together her quilts.

Lowell Hayes

"This area draws to it people with certain types of sensibilities, and that in itself is very interesting to observe," says Lowell Hayes, who lives near Boone, North Carolina, 35 miles from Johnson County, Tennessee, where he was born. "Some mountain communities can be very clannish, but this area where I live is one of the most open cultures I've experienced." Hayes wants to dispute the outmoded view of the Appalachian Region as a closed society unwelcoming to people from "outside."

"Even though I'm a born Appalachian, I wouldn't want to live here if there weren't new people coming in to live from other parts of the country and if they weren't accepted."

Hayes's large construction titled "A TVA Commonplace" is a portrayal of a memory, a memory which has remained intact since his childhood. "I was eleven years old when the house, which was my grandfather's house and my birthplace, disappeared. The collage is made with pieces of fabric, with paint, with fabric mixed with paint and laid on together, with fabric painted over. It's a technique I discovered four years ago. The structure is made of three hollow core doors, and the overall size is nine feet long and seven feet high. There are four viewing sides: the front, with the depiction of the house and its surroundings, the back, showing the area flooded, and the two ends, which bear legends. One says: 'In the Greater Tennessee Valley the T.V.A. had done much to eradicate rural poverty.' The other says: 'What was, in 1936, the site of the town of Butler, Tennessee, is now covered by a T.V.A. commonplace known as Watuga Lake, as is the V.E. Linford place nearby, where I was born that year.' "

Is the piece intended as a bitter criticism of TVA? Not at all, according to Hayes. "The TVA brought benefits, and it brought loss. I grew up in an era that required rapid adaptation to change. First we were isolated, and then we were brought into communication with the outside. I didn't leave the area: a new culture came to my homeland. I'm not trying to exploit nostalgia. I consider most of my paintings very positive, although I'll admit there's a loss element, an element of regret in this one. But the statement about TVA is a neutral statement. It's not intended to be ironic. The piece simply says: this is how things were, and this is how things are now."

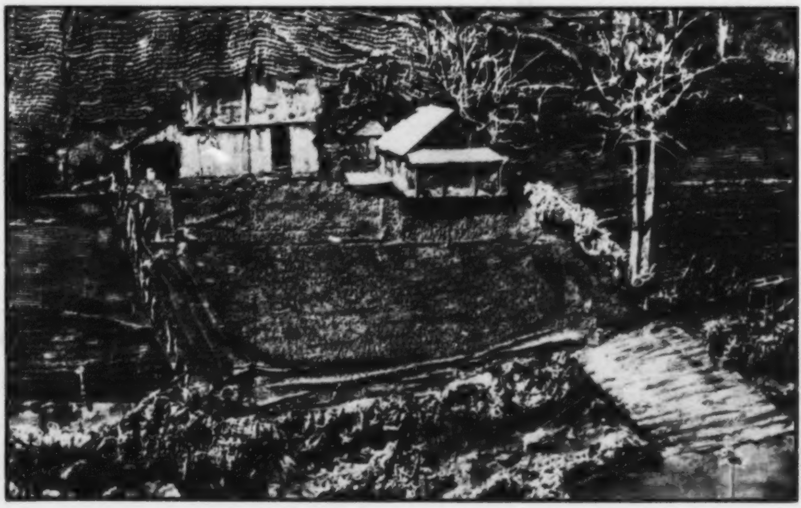
When Hayes went off to Lynchburg College in Virginia and later to divinity school in Chicago, he was the first member of his family to go to college. He had never seen a professional painting until he left Tennessee, but he studied art history.

"I was attracted to the idea of becoming an artist, but there was little support for such a notion. The one message that got through to me clearly as a child was that if you were ever going to become someone, you had to 'rise above' your Appalachian heritage. You had to leave the Region. I had to grow up a lot and travel all over this country and Europe before I learned enough to come home."

Hayes's wanderings took him into work as a parish minister and social activist. In Pittsburgh, he created Mission Renewal, a church-sponsored inner city rehabilitation program. Later he became president of the Turtle Creek Valley Housing Development Corporation. Failing to find lasting satisfaction in any of these fields, he returned to the Region and began designing homes, utilizing skills learned early in life from his builder father. Soon afterwards he started his career as an artist.

"I returned because I was part of the back-to-the-land movement that took place in the late 60s and early 70s, and I took great pleasure in building my own house here on the mountain. I feel that the work I'm doing now is the most appropriate for me, but I'll never get over being a preacher and taking on moral responsibility for the whole world. I feel that people in the arts are the voice of a culture—that artists have their antennae out and pick up signals and report on things that the culture needs to say. Of *course* living in Appalachia affects my art. I'm here rooting around in my fabric scraps just the way my grandmother used to do to put together her quilts. The physical environment here is where my aesthetic comes from. I was aesthetically involved in the Region before I had a clue that paint comes in tubes. Coming back has permitted me to work. I've come to know that certain human emotions are better addressed with the eye than with the mind."

"A TVA Commonplace" by Lowell Hayes.



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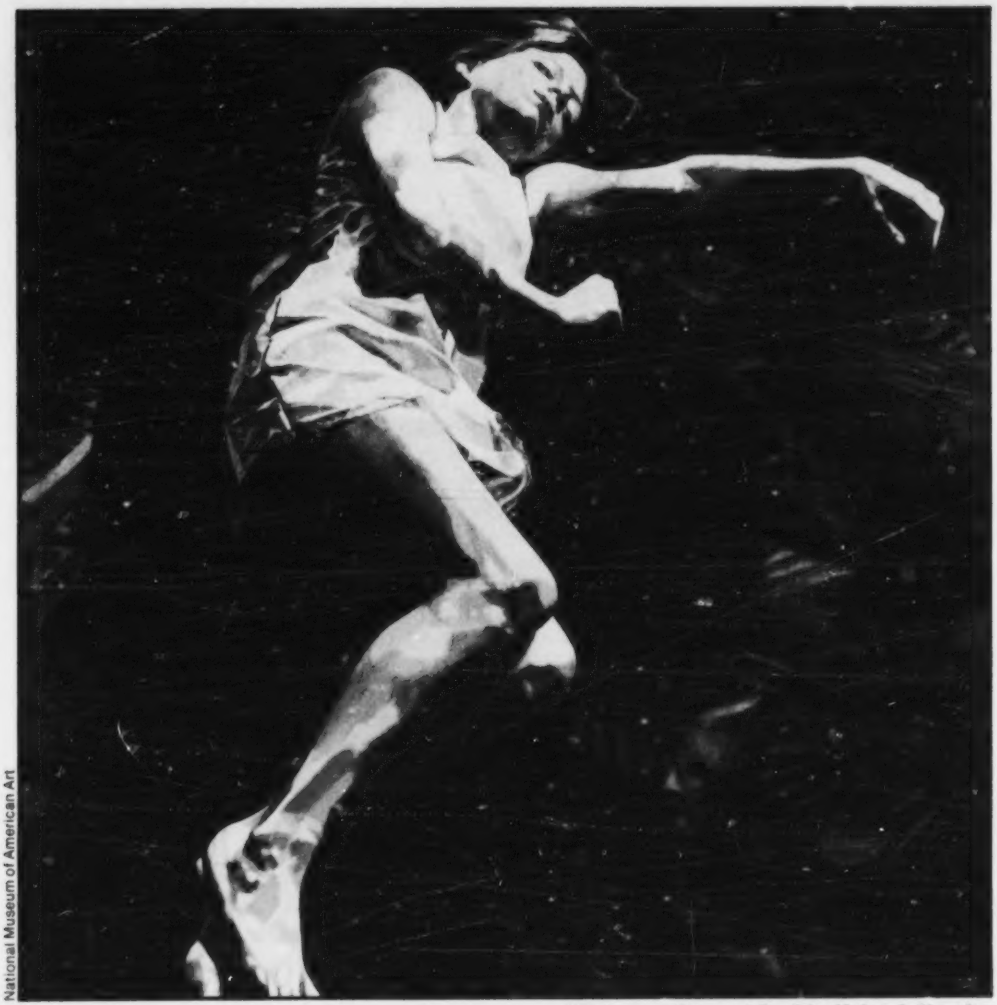


National Museum of American Art

"Girl on an Oriental Rug" by Helen J. Vaughn.

Helen J. Vaughn

Helen J. Vaughn, who was born in Birmingham, Alabama, now lives about 100 miles away from her birthplace, in Huntsville. She has exhibited in shows in several states in the southeast, including a number of invitational women's shows, and recently had her first solo exhibition at the University of Alabama in Huntsville.

"I'm used to looking out my kitchen window," she says, "and seeing a mountain, and that's very important to me. But when it comes to my painting, I think my images are shaped more by the fact that I'm a 40-year-old woman than by the fact that I'm an Appalachian. The tensions I try to explore in my work are the tensions of being a woman today, although I do believe having lived all my life in the South makes me a different sort of woman and a different sort of painter than I would be if I was a 40-year-old woman living in New York City. Living in the South is different at the intimate personal level. I feel that here there are stronger relational ties, there is more closeness to the earth."

Vaughn was exposed to painting early since her grandmother was an artist. "I always drew and painted. The materials were at hand, and I was encouraged. But when I went to college, we were told that it was important to find the man of your dreams, get married and have children. It was also a good idea to get a degree that would allow you to be a teacher or a nurse—'just in case'. I got my degree in English, I *did* find the man of my dreams and when my children were young, I didn't work. But when the children entered school, I realized that I wanted to paint. I went back to college and took every studio course offered, and for nine years I've been a full-time artist."

To Helen Vaughn, working full time has not entailed going off to a studio for privacy and quiet. "I work in my home, and I'm surrounded all day by 'home life'. Children are in and out, friends call. I wouldn't want a studio away from my home. I often paint objects I live with—furniture that has a meaning to me beyond just furniture. In the diptych painting in the show, 'Girl on an Oriental Rug,' I've shown my 14-year-old daughter lying in two positions on our living room rug. I paint women friends, strong women whose qualities I admire. These are figurative realistic paintings but not actual portraiture."

Vaughn sums it up this way. "I draw my themes from my immediate surroundings. I work eight hours a day every day, but I make art in the middle of being a wife and mother, not as something separate. It's very satisfying to me to work in this way."

Why wouldn't I prefer living here? This is where I was born and raised and where my people come from. This is my home.

David Lucas

"People around here are always digging in the ground. They plant, they strip for coal, they bury people." He is talking about his painting "Hoeing Potatoes."

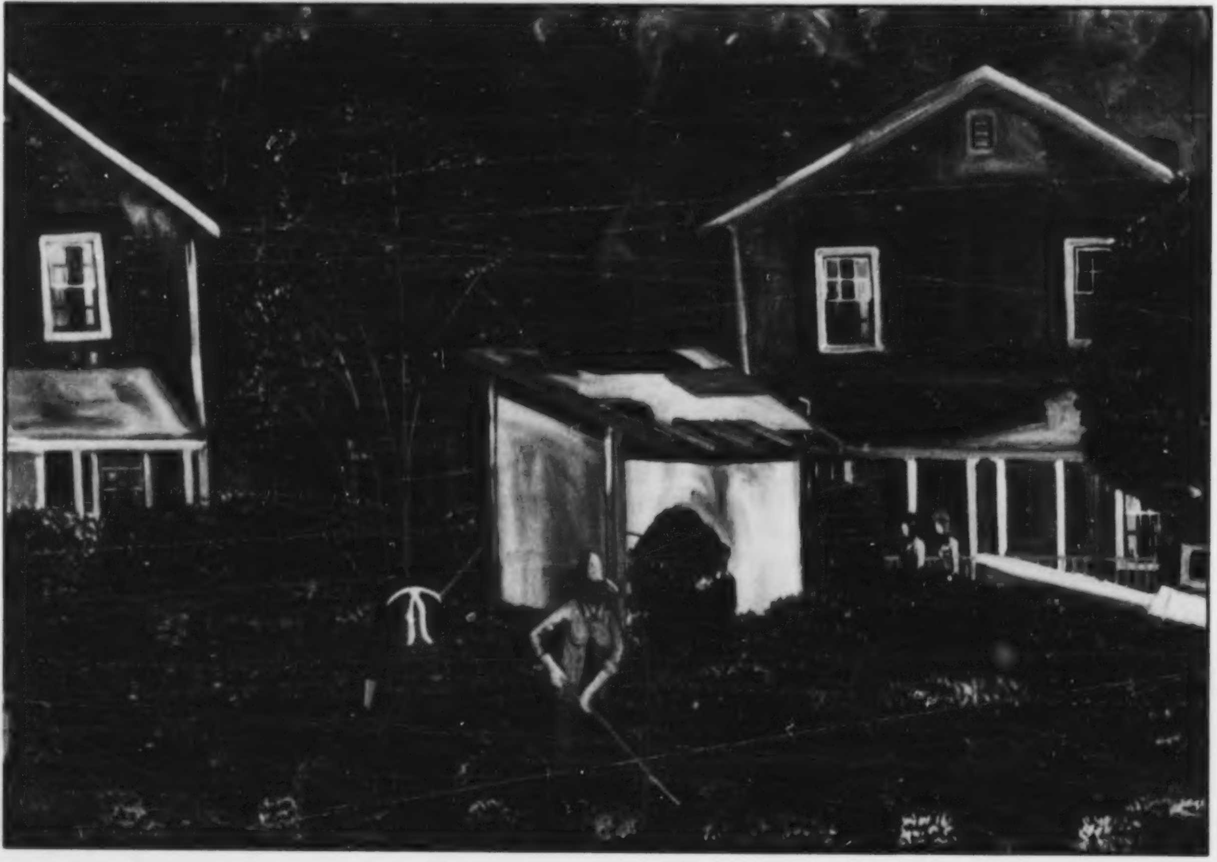
Lucas, who was born and still lives in Haymond, Kentucky, in Letcher County, about twelve miles from the Kentucky-Virginia border, has shuttled back and forth between Kentucky and Indiana since childhood. Haymond is the site of an old coal camp, but the mines shut down in 1950. With the exception of some truck farming and strip mining, there has been little employment in the area since.

"When I was growing up, people always had to leave here for economic reasons, and they still do. I always knew how to draw, and I liked to paint as a child, but the schools here weren't very encouraging. I first came into contact with art and music when I was in grade school and my dad went to work in Indiana for a year. Then we came back home, and then we were, several times, in Indiana again, where I had a teacher who encouraged me to paint. My dad bought me an art book, and I saw reproductions of the work of Rembrandt and of the Impressionists. One year in Indiana I belonged to a club that made marionettes. I enjoyed the art classes in Indiana, and when we went home, I would bring back equipment when I was older—oils and canvas, drawing pens and paper."

Lucas became a welder and worked for U.S. Steel in Gary, Indiana, returning to Kentucky during layoffs. He visited Chicago and for the first time saw great original works of art at Chicago Art Institute. He is now trying to make a career as a full-time artist, working from nature and from his imagination, inspired by the Kentucky landscape. He feels he is working directly in the fine arts tradition, most strongly influenced by Van Gogh and Gauguin.

"It was in 1975 when I started painting serious-minded right here back home," he says. When asked why he has settled back in Haymond, he says, with some astonishment, "Why wouldn't I prefer living here? This is where I was born and raised and where my people come from. This is my home."

"Hoeing Potatoes" by David Lucas.



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A 24-page catalogue of crafts produced by 20 low-income cooperatives in 7 Appalachian states is now available from MATCH, Inc. (Marketing Appalachia's Traditional Community Handcrafts). Orders from the catalogue are serviced through MATCH's warehouse in the MATCH Center of Folk-Art in Berea, Kentucky.

MATCH is a coalition of craft cooperatives, a growing organization that operates the "Appalachia Shop" in three locations—Cincinnati, Ohio; Lexington, Kentucky; and Berea. The new Center of Folk-Art, in Berea's historic L & N Railroad Depot, opened in July 1981.

To order the catalogue, send $2.00 per copy to

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF SEPTEMBER 30, 1981

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed or under Construction	1,730	719
Engineering and Right-of-Way in Progress	667	80.9

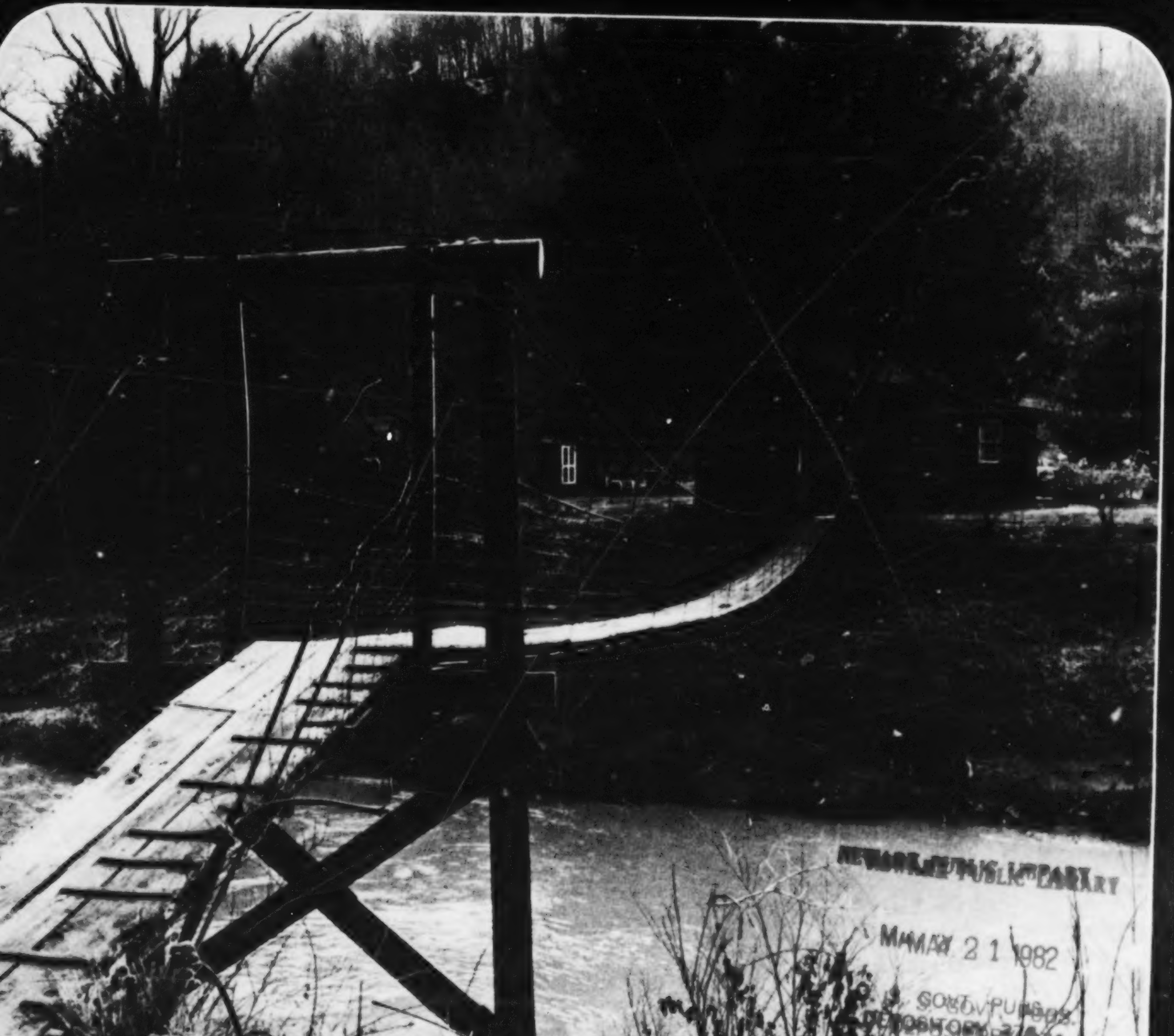
DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	12	$ 14.0
Operating Health Projects	796	214.0
Health Construction Projects	221	88.6
Child Development	457	163.7

LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.1
MINE AREA RECLAMATION PROJECTS	92	$ 51.6

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	428	$101.6
Higher Education Facilities	242	62.0
Vocational Education Facilities	1,142	364.0
Libraries	166	20.0
Water Pollution Control	1,054	265.1
Airports	153	18.6
NDEA Grants to School Systems	76	7.2
Other	457	99.0

HOUSING PROGRAM		
Project-Planning (Loans)	112	$ 4.1
Site and Off-Site Development	187	15.2
State Technical Assistance	144	8.5
State Housing Agencies	45	30.3
Other	26	5.6

Appalachia



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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS
OF REGIONAL DEVELOPMENT

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This Month's Cover

Ann Hawthorne

Troublesome Creek near Ary, Kentucky. See the story entitled "Appalachian Health Care: The Struggle to Reach Remote Areas" beginning on page 17.

Commission Meeting

The February 23 meeting of the Appalachian Regional Commission.

Tommy Noonan

Appalachian Governors Reaffirm Support for ARC Program

At an Appalachian Regional Commission meeting in Washington on February 23, Senator Jennings Randolph of West Virginia announced that he expected to introduce legislation in late February to enable ARC to finish up its programs in accord with the plan recommended to Congress by the governors of the 13 Appalachian states. (The legislation was subsequently introduced in the Senate by Senator Randolph as S.2144.) During the meeting, the Appalachian governors reaffirmed their support for the Appalachian program and approved a resolution outlining the preliminary steps toward establishing a development foundation for Appalachia.

The meeting, held in conjunction with a meeting of the National Governors Association, was chaired by ARC States' Cochairman Governor John Y. Brown, Jr., of Kentucky. Other Commission members attending were Federal Cochairman Al Smith; Governor William Winter of Mississippi; Governor James B. Hunt, Jr., of North Carolina; Governor Richard W. Riley of South Carolina; Governor Lamar Alexander of Tennessee; Gov-

All photos in this story by Tommy Noonan

GOVERNOR
JOHN Y. BROWN, JR
KENTUCKY
Appalachian Development
Highway System

At the meeting, Senator Jennings Randolph of West Virginia (left) received a wood carving of grouse family as a token of esteem from the Commission. Right: ARC Federal Cochairman Al Smith and States' Cochairman Governor John Y. Barown, Jr., of Kentucky.

ernor Charles Robb of Virginia; and Governor John D. Rockefeller IV of West Virginia. Alternates represented the governors of Alabama, Georgia, Maryland, New York, Ohio and Pennsylvania.

Senator Randolph, honored at the meeting for his years of support of the Commission and its programs, told the governors that he felt it "would be disastrous to end the program abruptly. I do not intend to let that happen." When he presented Randolph to the Appalachian governors as a special guest at the meeting, Governor Rockefeller said, "Senator Randolph does not let up in his support for projects that invest in people. Let's face it; he *is* the Appalachian Regional Commission. Senator, we (governors) are with you in our rigid and absolute determination to see this program through."

Resolution Supports ARC Program

At the meeting, the governors unanimously passed a resolution, introduced by Governor Hunt, which reiterated their support for the ARC program and the need for it. Using the words of the letter the governors had forwarded to Congress as the introduction to their proposal for an ARC finish-up program, the resolution called for adequate funding to continue the program (see text on page 4). The governors' proposal, drawn up in response to a request from a Congressional subcommittee, seeks $2.27 billion to fund a finish-up program for the Appalachian Development Highway System, less than one-third the cost of completing the original system, and $399 million targeted over a five-year period on special area development programs to create and retain jobs, to complete the rural health care network established with ARC funds, and to aid some 60 "distressed" counties by providing such essential community services as water and sewer systems.

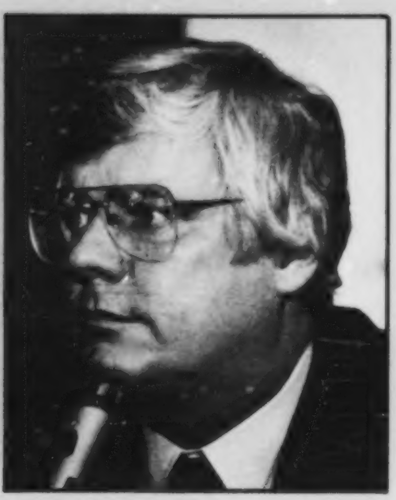
Governor Alexander remarked that all of the Appalachian governors supported the proposal outlined in the report to Congress. Saying that Senator Pete V. Domenici, chairman of the Senate Budget Committee, and Representative Jim Jones, chairman of the House Budget Committee, had told assembled governors that most

Americans would understand that these are difficult times and that we might all have to take our share of reductions in the amount of federal revenues, he pointed out that the Commission had already taken a reduction that represented more than its fair share.

Governor Brown called the governors' proposal a "realistic approach" and voiced his support for the ARC program by continuing: "I think we all felt this was the number-one federal program that each of our states were involved in. . . . This is a program that's realistic and fully justified, and I think we need to make the strong argument that this is not a relief program or welfare program—it's an investment. It's an investment necessary to give the people of Appalachia an equal opportunity in this country of ours. . . . Give us a chance to finish the job responsibly."

Governor Winter expressed his belief in the ARC program: "The county in which I grew up is adjoining the Appalachian Region. You can almost tell the difference as you drive across the county line. One county outside Appalachia, another county inside it, and you can tell the difference. Now, what's happened there has been a raising of the per capita income level to where people are self-sufficient and they don't need a lot of these other

(ABOVE) Governor Lamar Alexander of Tennessee. (BELOW) Governor Richard W. Riley of South Carolina.



(ABOVE) Governor John Y. Brown, Jr., of Kentucky. (BELOW) Governor William Winter of Mississippi.

Governors Testify Strongly for ARC

On March 24 ARC States' Cochairman Governor John Y. Brown, Jr., of Kentucky testified before the House Appropriations Subcommittee on Energy and Water Development, stating that the governors' proposed finish-up program was necessary to provide an orderly transition to a time when Appalachian coal would be bringing in more dollars for development and state and local resources, public and private, could replace federal dollars.

On March 29 Governor Lamar Alexander of Tennessee and Governor William Winter of Mississippi testified before the Senate Subcommittee on Regional and Community Development of the Committee on Environment and Public Works. Governor Alexander, ARC States' Cochairman in 1981, called ARC "my favorite program" and ranked it the federal program he least wanted to see cut. Governor Winter pointed out that the considerable progress in Appalachian Mississippi, which could not have occurred without ARC, had reduced poverty and thereby demands for welfare.

Bill Blanton

Dalton Junior College Media Services

(LEFT) Sharon Ellis and her tool kit in front of the Digital Equipment Corporation offices in Atlanta. (ABOVE) Larry Little (left) and instructor Lynn Bell.

but highly capable machines that can perform a myriad of functions for retail firms, for doctors, lawyers, accountants and anyone with the need to store and retrieve information rapidly and efficiently, were taking a larger and larger share of the market, but there was a shortage of skilled people to install the machines and, once installed, to perform necessary maintenance on them.

Ten years ago, says Little, most of the technical personnel in the computer industry came from the military. But with the end of the draft and the switch to an all-volunteer army, that source just about dried up. At the same time, demand for civilian computer service personnel has increased dramatically, and will increase even more dramatically in the next few years. Little says industry officials have told him that the demand for trained personnel is expected to grow by 100 percent in the next five or so years, while supply is anticipated to increase by only about 70 percent. Private trade schools will provide some of the technicians needed in the computer industry, but clearly, Little says, there was a need for public institutions that were already offering vocational-technical training programs to enter the field.

"We felt it was a timely program," Little says now. He also felt that Dalton Junior College was a particularly suitable place to offer the program. Chartered as a unit of the University System of Georgia in 1963, Dalton first offered classes in September 1967. In 1973 vocational-technical classes were taught for the first time, and in 1979 a new vocational-training building (which now houses the minicomputer technology program) was occupied. The college began with an enrollment of just under 600 students. Today, it has more than three times that number.

At the time Little first began thinking about introducing the minicomputer technology program, Dalton was already providing courses in business computer programming and in basic industrial electricity.

Funding Support

Financial support for the minicomputer technology program came from three main sources: the state department of education, private industry and the Appalachian Regional Commission (ARC). Under its authority to fund demonstrations of experimental approaches, ARC funds innovative programs in new areas of vocational training, like this minicomputer technology course. ARC grants to the program came to $55,600 the first year, $30,000 the second and $21,000 the third. At present, the state board of regents and the state department of vocational education are jointly funding the program.

This wasn't the first time that ARC had provided financial aid to Dalton Junior College. In fact, ARC and HEW grants supplemented the $1.8-million bond issue that paid initial construction costs of the college.

Support from private industry has been essential to the minicomputer technology program. The Digital Equipment Corporation not only provided an outright grant of $40,961 to help get the course under way; the company also offered a 30-week training program for the course instructor and donated machinery and equipment for instructional aids. Along with representatives of other firms, such as Data General Corporation, IBM and the local telephone company, DEC officials continue to participate by serving on the craft advisory committee that evaluates the progress of the program.

In November 1978 an instructor, Lynn Bell, was hired, and the first students entered the minicomputer technology program in the spring of 1979.

Content of Courses

Students enrolling in the program have a choice of two courses of study.

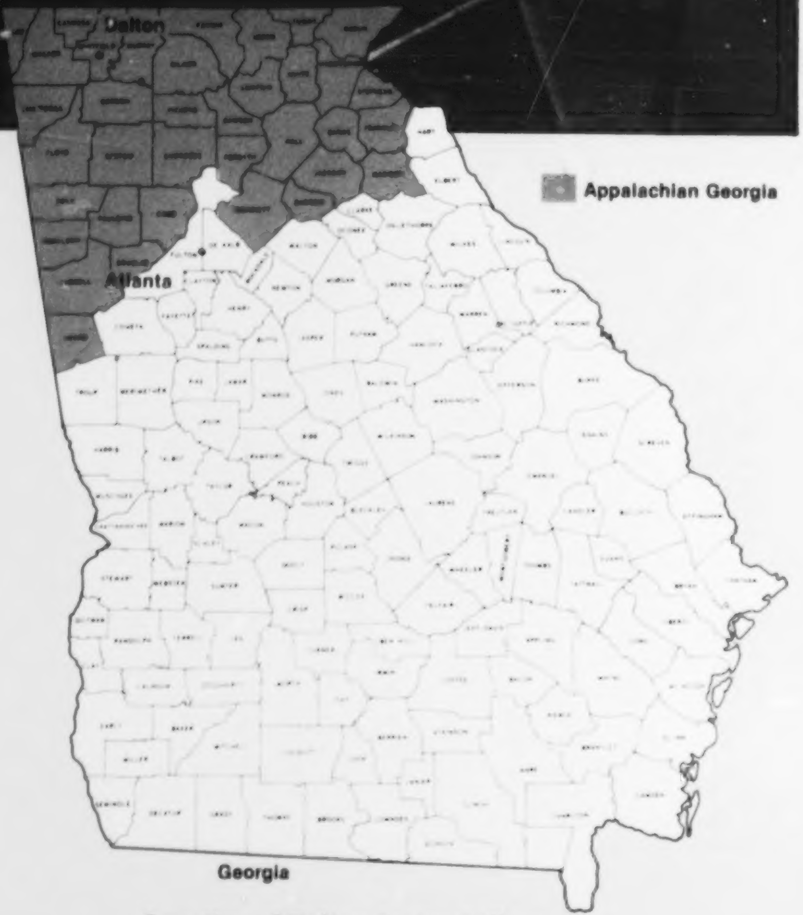
Bill Blanton

Dalton, Georgia.

A two-year program leads to an associate of science degree. A one-year program, designed primarily for persons who already have some experience in the computer industry or in related fields, leads to a certificate. In either program, a student receives the same 15 courses in the major field, and both programs prepare students for entry level positions as field service technicians in the computer industry.

Both courses of study also make an effort to provide students with something other than strictly technical training, and it is here that an institution like Dalton Junior College offers its students advantages they might not receive in a private technical school. Those working on the associate degree must take a core curriculum consisting of 10 quarter hours of English and speech, 15 hours of math and physics, and 10 hours of social sciences. The core curriculum for a student enrolled in the certificate program is 10 quarter hours of English and reading and 10 hours of math.

Lynn Bell says he considers all of the core courses important. Math, of



Location of Dalton Junior College

Bill Blanton

Sherry Ogle (right) and another student in the minicomputer technology course test circuits on a computer.

course, is the most relevant to the major field of study—Bell refers to it as the "lifeblood of computer sciences"—but he also feels that courses in the humanities and social sciences are necessary. After all, a field service technician must deal with people as well as with machines, and courses like English and speech, political science and history help develop communication skills that will be essential on the job.

Sharon Ellis agrees with Bell about the importance of the general courses in the curriculum. She says there's a lot of a paperwork involved in her job: "I found out that refreshing my memory in English composition helped me plan how to say things concisely. I spend a lot less time on paperwork than I might if I hadn't had it [English]."

Sharon's boss in Atlanta, Joe Barna, who's worked in the computer industry since the late sixties and who now supervises about 30 field technicians, is also strong on the value of the humanities and social sciences in the curriculum. Customer relations, Barna says, is at least 50 percent of the job for a service representative. "People who have an easy ability in customer relations are those who are articulate," he says. "Those who have problems are those who are not articulate."

After students make their way through the humanities and social science courses in the core curriculum, they begin work on the major field requirements, which include courses in industrial electricity, an introductory course in computer programming, and specialized courses in computer technology that range from introductions to digital systems and microprocessors to system-level troubleshooting to interfacing and data acquisition. "The emphasis here," says Bell, "is on the actual hardware, on how the computer functions."

Courses are general enough that students gain an understanding of a variety of different types of machines but specific enough to give them hands-on experience with some of the computers they are likely to encounter in the field after they graduate.

That training was specific enough in Sharon Ellis's case to allow her to bypass some of the on-the-job training she might have had to take when she first went to work for DEC. "I'd already had some of these (courses) at school," she says, "so I got to go out and do things on my own quicker than I might have otherwise."

Job Availability for Graduates

When Lynn Bell first started teaching minicomputer technology courses in the spring of 1979, he only had four or five students. Now there are more than 30 enrolled in one stage or another of the program. Larry Little says he doesn't think the program will get much larger than it is now. In fact, he says, "I expect in the near future, we'll be limiting enrollment because of

Lynn Bell (right) demonstrates to his students how to check out computers.

Dalton Junior College Media Services

the program's popularity."

There are several reasons for that popularity. One is that graduates can expect to have "recession-proof" jobs that command good salaries. When Sharon Ellis left Dalton, she had three interviews—and three job offers—in three days. Lynn Bell says that other students have left the program before getting their degree or certificate because computer companies were willing to offer them jobs without waiting for them to graduate. The school's policy in cases like that is to encourage the students to go ahead and take the job, but to come back later and get the degree. "That will be important for them later," Bell says, "when they're thinking about career advancement."

Another reason many students like the program at Dalton Junior College is that it can be completed in only one or two years. For some, that's important. If Dalton hadn't offered minicomputer technology, Sharon says she would have gone on to a four-year college and taken a degree in computer sciences. But she really didn't want to go to school that long. "Let's face it," she says, "it's not easy to go to school and hold down two jobs at the same time." Now she thinks, "Digital was probably more willing to hire me than someone out of a four-year school because I was trained on their equipment."

The prospect of quick entry into the workworld makes the Dalton program extremely attractive to those who are already out of school and want to make a career change. Lynn Bell says, "I've had teachers from the local school systems come here and beg me to hold night classes so they could attend," and he notes that the majority of the students he's had so far are those who have come back to school with the specific goal in mind of making a new start in a more challenging field.

Lately, Bell has been traveling to local high schools to let students know about the availability of the program at Dalton and also to impress upon them the need to work hard in high school and take meaningful courses if they expect to get into technical fields. He notes that some high schools are already beginning to offer introductory courses in computer science. That fact doesn't have any direct link with the program at Dalton Junior College—it's just a sign of the universal fascination with computers that seems to be sweeping the country today. He's encouraged by the interest in computer science, but somewhat discouraged by the inadequate preparation, particularly in math, that many students exhibit when they come to college. "Somewhere along the way," he says, "some effort should be made to impress upon the students that they will have to work hard some day." They need to be encouraged, he says, to take the hard courses that will give them an adequate background in the fields of study they'll encounter in college.

What does he look for in a student? A solid math background—or the determination to develop a weak background into a strong one—is essential,

digital
pdp
digital
pdp
CAUTION
power supply

Bill Blanton

A student at work in the minicomputer technology course.

as is a good logical sense. And, of course, it helps if a student has an active interest in how things work and the communication skills needed to get along with other people.

As might be expected, the attrition rate in the minicomputer technology program is high. Bell says some people get into the program without having a good understanding of what is going to be required in the way of work. Others don't have the necessary background in math. And still others get sidetracked into another degree or certificate program as they work their way through the core curriculum.

Those students who stay in the program have the satisfaction of knowing that they are involved in a course of study that is not only popular with their peers, but also extremely attractive to prospective employers. "The fact that companies are willing to take an active part in setting programs like this up shows they are aware of the shortages (of service personnel) that already exist and the demand for new personnel that will occur in the future," Lynn Bell says, and one reason that industry is particularly interested in the course of study at Dalton Junior College is the quality of the graduates that have already been turned out.

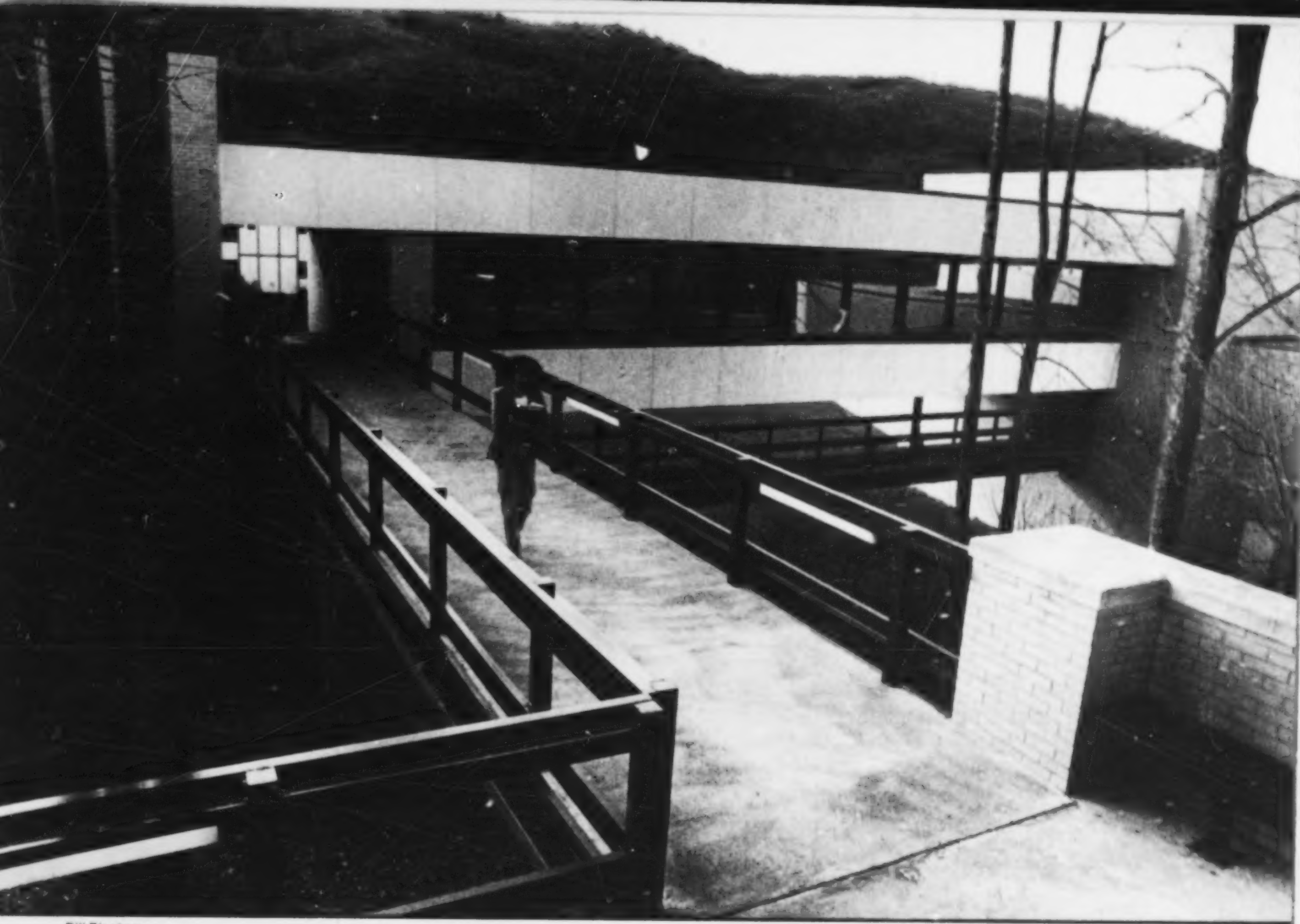
The five students who have left the college so far and taken jobs in industry have been good advertisements. "The first graduate went to Data General in Atlanta," Bell says. "He just tore the place up." The next two, one of whom was Sharon Ellis, went to DEC. They also did well. In fact, Joe Barna of DEC characterizes Sharon's work as "exceptional." The last two graduates went to Data General, and they too have good records.

In recent weeks, representatives of DEC have told Bell that their experiences with programs like the one at Dalton Junior College have been so successful that they are going to start relying on junior colleges as their main source of recruitment for new employees who will serve as technical representatives.

That announcement should provide Lynn Bell with a feeling of satisfaction at a job well done.

It should also reinforce Larry Little's belief that he was acting in a "timely" fashion when he first considered bringing a minicomputer technology program to Dalton Junior College.

And it should also be a source of hope for other north Georgia students like Sharon Ellis and Sherry Ogle to know that if they are willing to work hard, a training program exists that will help them gain entry into one of the most challenging and well-paying fields in industry today.



Bill Blanton

(ABOVE) The vocational-technical building at Dalton Junior College. (RIGHT) Sharon Ellis working on a computer.

Bill Blanton

Appalachian Views

This is the eleventh in a series of interviews with Appalachian citizens who discuss the forces that affect development in their areas, from the perspective of their own experiences. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, the interviews present a picture of life in the Region today as it appears to people who call it home.

A Georgia Restaurant Owner Speaks

Shirley Welch

Fred Welch, Jr.

Members of my family have been a part of Smith House since 1946, when my father, Fred Welch, Sr., took over as manager of the restaurant. The inn originally belonged to Ben and Bessie Smith, who started it as a boardinghouse in 1922. The Smiths sold it to W. B. Fry, and that's who my father managed the restaurant for. My father, mother and I lived in the restaurant area, in what are now two storage rooms. We'd just get up and walk right out into the restaurant. That's what I call living pretty close to your job. So close that you were bound to know the business inside out whether you wanted to or not.

When my parents took over the restaurant operation in 1946, the restaurant was located upstairs in what are now hotel rooms. There were two long tables that seated 22 people. In those days it was more like a boardinghouse, and the people who lived here ate all their meals here. It was like home to them. Not many people traveled around back then like they do now.

In the early days, all the meals were served family style at a cost of about 75 cents. Not much has changed since then except the cost of the meals.

I believe it was around 1952 or so when growing pains caught up with us and Mr. Fry felt he needed to enlarge the dining room. So they cleared out an area in the basement and plastered over the brick and granite foundation. This provided us with an 86-seat dining room. This seemed to satisfy the demand through the late 50s. Then my parents built another small dining room on that could seat an additional 22 people. This brought the total to 108 seats, which is the way it stayed until I entered the business in 1968.

I went off to college and got educated so I'd be able to go out and do my own thing in the business world. I had no intention of getting tied up in the restaurant business. I was too smart. But I found myself going into restaurants and noticing whether the food was fresh or frozen or canned. I'd notice if the table was set up right. I could tell how the chef or cook had prepared most of the items on the menu. Until finally one day I realized that, as bad as I hated it—or thought I hated it—the restaurant business was the only thing I really knew. So I realized maybe it's what I should do. That was in 1968, the same year I went in with my father as a manager.

In 1970 Mr. Fry's health began to fail, and he was contemplating either letting his son have the restaurant and hotel or selling the place. His son wanted to modernize the buildings by bricking them and doing away with the porches. That would have been the end of the Smith House as it'd been known for decades—an old, laid-back, comfortable inn and restaurant.

I talked with my father and tried to convince him to go in with me and buy the inn. My father is the type of man who never was in debt and couldn't stand the thought of getting into it. He doesn't believe in owing a cent to anybody. But I convinced him that owing money is a way of life these days. (And frankly, I don't believe we'll ever see the day when the place will be paid off completely.) Well, after a lot of talking, I finally got him to agree. We approached Mr. Fry, who made us a price and quoted us an interest rate. After a month of dickering, we became the owners of the Smith House in 1971.

GAINESVILLE 22
BRASELTON 39
TO SR 400
SMITH HOUSE

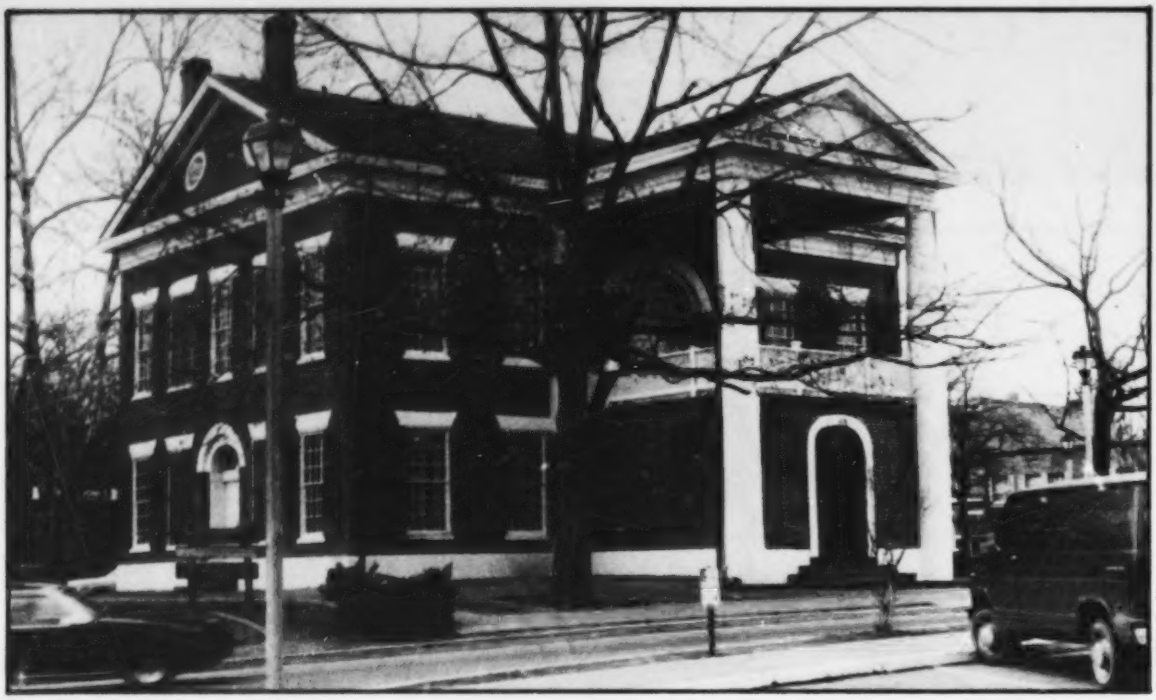
Fred Welch, Jr.

The Smith House in Dahlonega, Georgia.

Then, as if owning the place wasn't enough, I got growing pains. I wasn't satisfied with the space we had in the dining room. On busy weekends it was not uncommon to have to wait three to five hours to get a seat in our restaurant. During this time, we would be serving between 1,000 and 1,100 meals a day in rooms seating only 108 people. We would have people come at eleven o'clock in the morning and take a number and not be seated until four in the afternoon. We've had as many as 600 people waiting out in the yard or wandering around in town until their number was called. And it was getting to the point where people were becoming turned off because they had to wait so long. I mean, good food or not, five hours is some kind of wait. Something had to be done.

I began by doubling the size of all the pots and frying pans we used. That helped some but didn't solve the problem. I knew we needed more room. When I discussed this with my parents, they were all against it for the same reasons they were against buying the inn. I said to them, though, "Look, I'm going to do it." So I went to a commercial lending institution in Gainesville, and they agreed to a loan so I could add the extra room. My wife and I designed it. The paneling on the walls is genuine cypress. The rock around the fireplace—which has a fire burning in it all winter long from early in the morning until we close at 8:00 p.m.—came out of the original foundation of the building. The foundation is made out of blue granite, and when we excavated part of the basement to add the new dining room, we took the granite rocks out and busted them up to use in the fireplace and the foyer. It adds a lot to the looks of the inn.

Well, we tried like mad to have the new room ready before the fall rush—our biggest season is the fall, when people flock up here to see the autumn leaves. This was in 1973. We got everything ready by the end of August, just in time for several fairs and celebrations that were taking place in towns not far from Dahlonega. That weekend we doubled the number of people we'd been serving, and we drastically cut down the waiting lines. Then, later that fall, when things were going great with our new addition and all, along comes November—and the gas shortage. When it hit, people from Atlanta, where I'd say 50 percent of our steady weekend customers come from, just couldn't afford the drive up here. Here I was sitting on a new addition and nobody to use it. It hurt. After all, who expected the gas crunch or that the economy could go all to pieces the way it did



Fred Welch, Jr.

The county courthouse at Dahlonega.

when it did?

I was about to close the room off and let it just sit back there. But it's such a pretty place that I really hated not to use it. That's when I got the idea to change the new room over from family-style dining to cafeteria-style and try to draw in people from town to eat with us. Up until then all our meals were family style, including our weekday lunches. But most people don't like to eat such a big meal at midday. They prefer to pick and choose and eat lighter lunches. So I put in a steam table and rearranged tables some, added some things to the menu (though we kept our same basic dishes), and within a couple of months we had built up a steady local business. Then on Saturday nights and all day Sunday, we close down the cafeteria and serve family style in both dining rooms.

Still today we have a lot of people say, "I've been by your place three times and haven't been able to get in for all the people in line." This happens on Sunday. So I'm afraid we still have a reputation for having to wait a while before getting in. But let me tell you, once you sit down at our tables, you're served promptly—no waiting while a waitress brings you a glass of water and then takes her time bringing you the menu. When you're seated at our table, generally you're eating within three to five minutes.

Lunch and dinner are our big meals, though we're pretty well known for breakfast. Our biscuits, gravy, grits, bacon, ham, sausage and eggs are excellent. It's real country eating. But Sunday lunch and dinner, along with Saturday night dinner, are probably our busiest serving times. In my opinion, though, our weekday meals are our very best because we have more time to prepare them. On a big weekend in the fall we can serve and have served 2,000 to 2,200 people. That's on Sunday alone. That's why we stick to our time-tested recipes. They're what people come here for. On any given Sunday, our table will be laden with fried chicken, country ham, pot roast, candied yams, rice and gravy, stewed apples, corn, green beans, lima beans, squash, fried okra, turnip greens, pickled beets, slaw, tossed salad, and a bowl of honey. All this is served family style—all you can eat, no holds barred. We're close enough to Atlanta, just 60 miles, so that during winter months we get fresh produce up from Florida and Mexico by way of the Atlanta markets. During the summer we buy as much of our produce as we can locally. But it's hard for one or two farmers to keep us supplied with all that we need. Like, in green beans alone, during the summer we'll use 15-20 bushels a week. The same with squash. And we've used as much as 25 bushels of turnip greens in one week.

Right now we have 25 people on our staff. That's about all we need in the winter months. But come spring, we have about 60 or 65, not including the people who help us prepare foods such as squash, green beans and apples. Cutting, stringing and paring takes 12 or 15 people. What we do to cut down on the number of employees is to find an older person who is willing to take a bushel of, say, green beans home with her and string them while she's sitting watching television. That way we save some money, and we provide a little spending money to the older person. I guess we have three or four steady people who do that kind of thing for us.

“I chose to come back here after college because, well, it's just hard to get the place out of your blood. The mountains, the people. . . .”

The hotel side of this business has only been part of my job since 1971. The building and the individual rooms were in pretty bad shape back then; so my wife and I began fixing them up. We didn't know much about wall papering and painting at the time, but we've become regular experts since. It seems we've been wall papering and painting ten straight years. And now it's about time to go through and begin again. That's part of the hotel business, though.

Now our type of inn doesn't appeal to everybody. We're not the slick Holiday Inn kind of place. We don't want it to be that way. We did put televisions and air conditioners in each room because both of those things have pretty much become basic necessities. But other than that, we've tried to keep the old-timey look.

We're not far from the starting point of the Appalachian Trail—just twelve miles—so that a lot of our customers are folks who stay with us having just finished hiking the trail or who are about to begin. They're the type who appreciate our style. They also appreciate a good shower and a clean bed, particularly if they're winding up their hike at this end.

Business has been real slow lately, due to bad weather and poor economic conditions. It's been that way for most business people, I guess. I suppose, though, as more people realize that Georgia Route 400 [Appalachian Corridor A] is open, things will pick up. It used to take two hours to drive up here from Atlanta. Now 400, which is a four-lane highway, makes the trip in half the time. Actually, the new highway will do a lot for this entire area.

Dahlonega, the name, comes from the Cherokee Indian word meaning *yellow rock*. Gold was discovered here before it was found in California. I think the first discovery came in 1832. A few years later, when the California gold rush began in 1848, a lot of miners left here and went out West. For a long while the mines around here closed down, not because all the gold was gone but because most people hunting it went out West where it was a lot more plentiful. More recently, however, some of the old mines are opening up again—what with gold bringing what it does. We have six or seven different people in the area who are mining gold commercially now.

A gold mine is a bit like a coal mine, though on a much smaller scale. A vein of gold and a seam of coal are nowhere near the same size. Around here, the way most gold is found is by dredging the creeks and panning for gold. There is one deep mine here, the Cruson mine, and they let tourists in to see what's going on. They came on to a real rich vein not too long ago, but they hit water at the same time. It wasn't until recently that they got a way to pump the water fast enough to go after the gold.

One guy from around here found a beautiful eight-ounce nugget in a stream. It was worth $10,000 at the time, about two years ago. It was the size of a hen's egg. He and his wife were out dredging in the creek when all of a sudden he saw this rock. The way he tells it, he was speechless for a full five minutes. Then he hollered to his wife to shut off the dredging machine and take a look. To my knowledge, that's the largest nugget ever found in these parts.

Another fellow who used to come in here and eat with us all the time and who was always out mining somewhere in the county always used to carry tubes of gold particles or dust around in his pockets. I haven't seen him lately, though.

Gold from Dahlonega, along with gold objects contributed by many Georgia citizens, was melted and used on the state capitol's domed roof. Dahlonega gold also covers the roof of the chapel at North Georgia College right here in town. You can see the college chapel roof from the restaurant. They say once a roof gets a coat of gold leaf, it's supposed to last from 60 to 80 years.

Besides panning for gold, people around here work in several small industries, including a ball-bearing factory and a plant that makes electrical switches for cars. As a matter of fact, I'd have to say that the gold diggers are in the minority, for obvious reasons. But chickens are probably most people's main or steadiest source of income. Most people who work a factory job also have a chicken house or two at home. They sell them to processors in Gainesville, which is just down the road from here. Gainesville's supposed to be the chicken capital of the world. Our area supplies chickens to stores all over the South.

I believe Dahlonega, this whole area as a matter of fact, is a really good place to live in and to raise children. But I admit it's a hard place for young people to make a go of things financially. Most younger people, the super ambitious ones, have to leave if they want to get a really well-paying job. After all, it is a small town, and most of the good high-salaried jobs are taken.

I chose to come back here after college, because, well, it's just hard to get this place out of your blood. The mountains, the people—they're too much a part of me, I guess. And you know, a lot of other people feel like I do. If you look at the little shops on the town square, many of them are run by young local people who could easily be making a good deal more money doing something else somewhere else. And this trend, or whatever it is, is helping to make the whole area develop into something worthwhile. By that I mean it's helping to build up what I feel is the area's future. And that's tourism.

I believe strongly that tourism is the way for us to go. Already it's catching on. One sure sign of this, at least to me, is the fact that a McDonald's is looking into opening

❝ *This entire area has so much to offer people, especially tourists looking for natural beauty and good old country living.* ❞

in our town. That company's conducting surveys of the area right now. McDonald's doesn't invest in an area unless it's sure the place is going somewhere. The way I see it, once an outfit like McDonald's comes in, it signals other investors, "Hey, maybe we should get in there and get a piece of the action, too." And before long, maybe a major motel chain comes in and then something else. And as long as such companies keep to the perimeter area, as long as they don't locate right down on the town square, then I surely welcome their presence.

What we don't want is another Gatlinburg where everything's made in Hong Kong or Japan. No, what we need to do is attract people, tourists, with quality crafts, beautiful scenery and good food. You know we have the last two, and all that's left is to develop the first one.

This is why I'm not only in the hotel and restaurant business. I'm also developing some property on the town square. If you've ever heard of Helen, Georgia, you know that it's a little place that saved itself from becoming a ghost town by turning itself into a kind of Alpine village. It looks just like some place you'd see on a calendar from Switzerland. And it's very successful at attracting tourists. Well, I'd like to see Dahlonega go in that direction, only keep the style Appalachian and old-timey. So, the property I'm developing can house up to 30 or 35 small shops, craft shops and the like. So far we've got six spots leased. We have a shop that sells gold and mining equipment, a candlemaker, a cookie maker, a quilting shop, a craft and supply shop, and a western wear and tack shop. We're looking for similar businesses to lease the remaining shops. There are shops of this nature already located in town, but a more concentrated effort needs to go into building Dahlonega along these lines.

I know it's hard for craftspeople to survive financially. A lot of people I know are doing their crafts in their spare time, which is about the only way they can hope to survive. But risky as it is, more and more young people are willing to get involved with crafts or some other business that will make Dahlonega an old-timey tourist site.

One thing that my wife and I have recently completed is a cookbook that has most of our older, newer and best Smith House recipes. I never realized what work went into a cookbook, putting one together. We spent time with the son of the founders of the Smith House trying to collect all the best recipes. During that time we learned a whole lot more about Smith House than just what good food it had. For instance, in talking with Mr. Vernon Smith, a man I've known all my life but who I never before had really spent much time talking to, I learned that they served the same basic three meats in his day that we generally serve now—chicken, ribs and country ham—and nearly all of the same vegetables. But I also learned about how, if it appeared the restaurant was running out of chicken, Mrs. Smith or someone would just run out into the yard, catch a chicken, wring its neck, boil and pluck it and right away fry it up. Back then, of course, people weren't in as big a hurry all the time the way they are today. It was an entirely different style of living from what most of us know.

Anyway, the cookbook took us about a year to finish. I guess the most famous recipe in the book, the one we get requests for most often, is for our fried bananas. It's where you take a banana, split it down the middle and cut it into thirds, dip it in a special batter and fry it up. It's got an odd, sweet taste—people love it. People also often ask us how we make our chicken, our fried okra and our biscuits. I enjoyed working on the book, and I know my wife and parents did, too.

Over all, I'd have to say we have a really good thing going here, even though our business is in a winter slump right now. We've been written up in *Southern Living* and *Esquire* magazine, and Atlanta's channel 11 just recently did a piece on us. Every little bit helps.

I feel that to make anything go well, a restaurant or a hotel or what have you, it's important to know exactly what the public's looking for in that thing. Then, when you know that, you concern yourself with quality. I know quality costs money, but it doesn't have to rob people blind. Sure, our prices have gone up over the years. When I came aboard in 1968, it cost $1.85 for meals. Now it's $7.95. But the quality of the food, not to mention the quantity you get, still makes our price fair. And I think that the people who eat with us appreciate that fact.

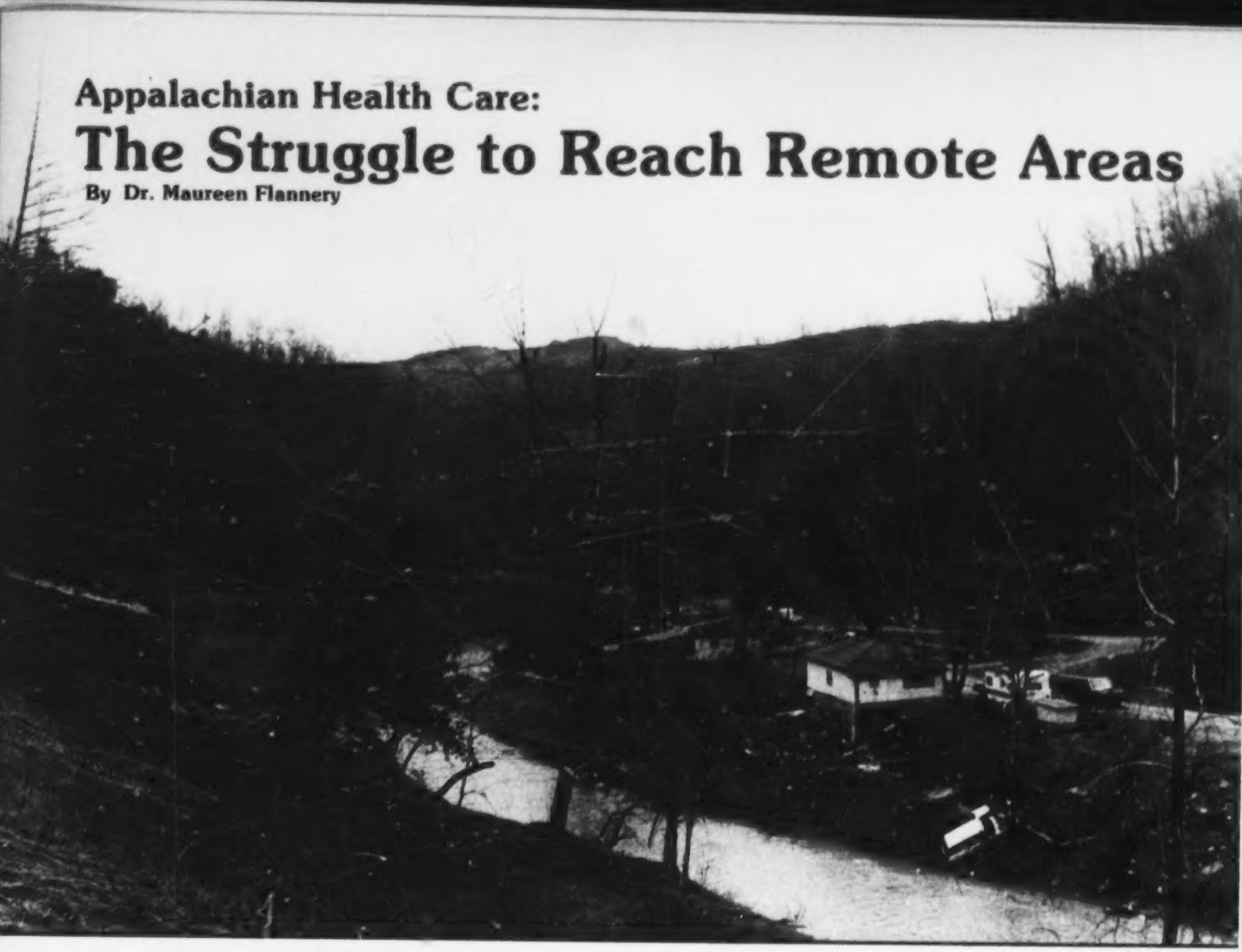
My wife and I aren't content with the way Smith House is right now. Our next big project—when we can gather the funds—is to furnish the hotel completely with old-timey pieces. It'll take a while, but we don't mind doing it a little at a time. And we're going to redo our older dining room to give it more atmosphere. It's a little bare in there right now.

This entire area has so much to offer people, especially tourists looking for natural beauty and good old country living. Besides the Appalachian Trail, canoeing and white-water rafting are both big attractions here. This is also good fishing country. Rainbow trout are excellent and plentiful. Our courthouse in the town square is also a museum that has artifacts and the history of the area's gold boom. And, of course, we hope that no one will overlook Smith House.

The interviewer was Mercy Hardie Coogan.

Appalachian Health Care:
The Struggle to Reach Remote Areas

By Dr. Maureen Flannery



Ann Hawthorne

On February 19, the Subcommittee on Economic Development of the U.S. House Public Works and Transportation Committee, under the chairmanship of Representative James Oberstar of Minnesota, held the first of a series of hearings on the plan of the 13 Appalachian governors for finishing up the Appalachian Regional Commission (ARC) program (see Appalachia, *November-December 1981—January-February 1982, p. 1). ARC's enabling legislation is due to expire September 30 of this year.*

The testimony of one witness at this hearing is reproduced below because it so succinctly presents what Congressman Oberstar said the subcommittee hoped to obtain: "the views of people familiar with the program, how it has worked and where it should go from here."

Dr. Flannery subsequently gave similar testimony before the Subcommittee on Regional and Community Development of the Senate Committee on Environment and Public Works on March 29.

I am a family physician. I was born in Harlan County, Kentucky. My parents migrated from Appalachia while I was young, and I attended college and medical school in New England. After completing a family practice residency in northern Illinois, I returned to the mountains in 1979, practicing first in Letcher County and now at Homeplace Clinic in Ary (in Perry County), Kentucky. My husband, small son and I reside near Hindman in Knott County.

In addition to my practice, I serve as co-chair of the Rural Health Committee of the National Women's Health Network, the only national membership organization devoted to women's health concerns. I also chair the Women's Health Task Force of Appalachian Health Providers, an organization of health professionals working in community-based clinics in Central Appalachia which has as one of its goals advocacy for better health care in the Region.

The Homeplace Clinic is one of four outpatient health facilities of Family Health Services of the Appalachian Regional Hospitals. Homeplace Clinic was established as a small hospital and outpatient clinic in 1939, a gift to the community from E.O. Robinson, owner of a large timber business in eastern Kentucky. In 1971, the E.O. Robinson Mountain Fund asked the Appalachian Regional Hospitals to

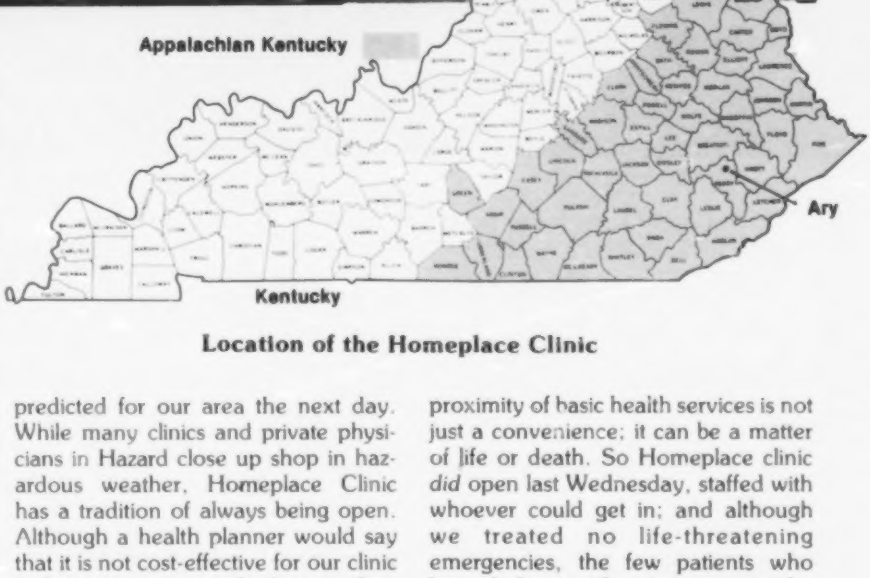
The Homeplace Clinic.

assume responsibility for the management of the clinic. Homeplace also received funding from several federal rural health programs until last spring, when federal budget cuts eliminated our last grants.

Now my partner and I are struggling to make our clinic self-sufficient, but we often seem to be fighting a losing battle. We sometimes question whether it is possible to provide complete primary care services, including laboratory, X ray, and pharmacy, to low-income residents of isolated portions of three counties, without mounting deficits. Yet our committed community board and our many patients convince us that Homeplace is filling a real need. As we make the difficult transition from partial subsidy to self-sufficiency, the Appalachian Regional Hospitals . . . are providing the support we need to maintain services.

I thought of the Appalachian Regional Commission's goal of making primary care services available within 30 minutes' driving distance of all Appalachians last week when our clinic staff was discussing what we should do in the event of the blizzard predicted for our area the next day. While many clinics and private physicians in Hazard close up shop in hazardous weather, Homeplace Clinic has a tradition of always being open. Although a health planner would say that it is not cost-effective for our clinic to be open to see only three or four patients on a snowy day, one of the long-time staff members pointed out, "If you have a sick baby up one of these hollers, Homeplace sure is a lot closer than Hazard Hospital." Indeed, on ice-covered roads, it might easily take one of our families several hours to get to the nearest hospital. With mountain roads what they are, the proximity of basic health services is not just a convenience; it can be a matter of life or death. So Homeplace clinic *did* open last Wednesday, staffed with whoever could get in; and although we treated no life-threatening emergencies, the few patients who braved the weather to come to the clinic were genuinely grateful that we were there.

Within Perry and Knott counties, there are a number of scattered primary care facilities like Homeplace, many of them built at least in part with ARC funds. In these two counties, ARC has essentially met its goal of making basic health services available to the people



Location of the Homeplace Clinic

All photos in this story by Ann Hawthorne

Myrona Allen, a nurse practitioner student (left) and Deborah Campbell, lab technician, in the laboratory at the clinic.

(although we still have chronic problems with recruitment and retention of health providers to staff the clinics). Just to the north of us, however, are Owsley and Wolfe counties, two counties which lack any basic health services for their residents. Through my work on the plan development committee of the Kentucky River Area Development District, I am familiar with the efforts those two counties have already made to obtain health facilities and providers. I am convinced that it will take both money and technical assistance of the sort that ARC has provided elsewhere if basic services are to be brought within the reach of the people of isolated parts of the Region like Wolfe and Owsley counties.

One of the major goals of ARC's health program, particularly during the past ten years, has been to reduce infant mortality in the Region. The infant mortality rate (or number of deaths per thousand live births) correlates well with the overall health status of a population. It is a traditional measure of unmet health needs. It is important to place this epidemiological measure in a human framework, to realize the actual meaning of the statistic for Appalachian women's lives: the grief of dealing with the deaths of infants they have carried, as well as the desperation and sense of powerlessness that comes from the experience of infant death.

Despite dramatic improvements in health care in the Region as a whole, it is appalling that there remain 32 counties in Appalachia with infant mortality rates 50 percent higher than the national average. Several of these Kentucky counties still have no prenatal care available, even by district health department satellites or circuit-riding physicians. The ARC program to reduce infant mortality in these counties focuses, appropriately, on prevention as well as provision of services. As a provider of prenatal care at the Knott County health department, I am constantly impressed with how much easier and more cost-effective it is to *prevent* high-risk complications of pregnancy than to *treat* them when they arise; and when they do occur, to provide intensive treatment for the mother *prior* to birth rather than to care for a high-risk infant *afterwards*. It's a good case of "the earlier the better." Especially important are communitywide education campaigns which reach teenagers prior to conception and certainly before they present for prenatal care, emphasizing the risks of smoking (Kentucky has the second-highest tobacco consumption per capita in the nation), inadequate diet, caffeine (eastern Kentuckians drink more soft drinks than anywhere else in the United States), X rays and drugs in pregnancy, and the need for early prenatal care. Also effective are prenatal programs to identify and eliminate risk factors early in pregnancy. With federal cutbacks in maternal and infant care programs and state cutbacks in health department funding, it is unlikely that the 32 Appalachian counties with excess infant mortality will be able to develop programs like these without ARC assistance.

(RIGHT) Carrie Kilburn, licensed practical nurse (left), holds Shelby Conway as Dr. Flannery checks the burn on his hand. (BELOW) Carrie Kilburn checks Zillah Combs' blood pressure.

Dr. Flannery with her son, Kerry Flannery-Reilly.

It is important to realize exactly what a high-risk pregnancy means for a family in southeastern Kentucky. Often it means that the baby is whisked away immediately after birth, usually before either mother or father have had a chance to see their baby, to the nearest neonatal high-risk unit with a bassinet available—Lexington, if they are lucky, or Louisville, Cincinnati, Knoxville or Huntington. It means weeks, maybe months, of separation of the baby and the family—long-distance calls to check on the infant's condition, costly drives to and from the hospital for brief visits with the infant. It means enormous medical bills. And if the infant survives, it means countless trips to and from a tertiary care center for follow-up visits, for many of these babies are left with a disability that requires continuing care.

As an example of the enormous bills that can occur, the daughter of one of our Knott County Health Department patients, born in September with a myleomeningocele ("hole in the spine") came home from the University of Kentucky Hospital just before Christmas; her teenage parents are well over $10,000 in debt from her medical bills.

In addition to providing aid to counties with inadequate primary care and high infant mortality rates, the ARC finish-up health program includes a regionwide effort to attract qualified health professionals to shortage areas in Appalachia. Appalachian communities have been plagued, not only with inadequate numbers of health providers, but also with an alarming turnover rate among health professionals who practice in the Region. The transitory nature of physicians' commitment to Appalachia is a constant headache for clinic administrators; it is also a source of considerable concern for patients who barely develop rapport with a physician when he or she up and leaves. Such discontinuity in providers cannot help but adversely affect the quality of health care in the Region.

Why have Appalachian communities had problems with health provider attrition? There have simply not existed in most communities in the Region the sorts of conditions (schools, water supply, recreation and culture) to induce physicians to settle down, raise their families and commit themselves to a long stay. Overall economic development of the kind which ARC has fostered in the past certainly helps make the Region more attractive to physicians (and other professionals). Raising the quality of health services in the area makes medical practice less draining and more fulfilling. Overcoming the isolation, personal and professional, which physicians feel practicing and living in small rural communities helps communities attract and keep qualified health professionals. Appalachian Health Providers, for instance, serves as a regional support group, a forum for health workers in the Region to share common problems, experiences, solutions. Strengthening that group and fostering the formation of similar organizations in other parts of Appalachia might be one approach to retention. With cutbacks in federal and state health programs like the National Health Service Corps which required or encouraged physicians and allied health professionals to practice in rural shortage areas, it is especially important that needy communities in Appalachia have assistance in developing strategies for recruitment and retention of the professionals they require to provide basic health services for their residents.

Several other components of the ARC finish-up program would have a definite impact on the health status of Appalachians. It is an adage in public health that the development of sanitation, more than the discovery of antibiotics, led to the dramatic reduction in infectious diseases in the early twentieth century. ARC's proposal to aid 60 distressed counties in the Region to develop adequate waste disposal and drinking water systems will have an important positive effect on the health status of residents of those counties. I live in one of the "distressed counties," and I know what it is like to have to cart your garbage over an hour to the nearest landfill. (Ours is that far away, clear over on the other side of Perry County—no wonder so many of my neighbors just dump theirs in Troublesome Creek!) I know what it means, after drilling three wells, still to have to boil all our drinking and cooking water. At Homeplace Clinic, we see cases of pediatric diarrhea related to contaminated water; and with the federal cutbacks in Food Stamp and Women, Infants, Children funds, I fear that more and more Appalachian women will be forced to dilute their infants' formula with contaminated water, with all the third-world consequences of pediatric disease and increased infant mortality. With coal severance tax money now returning to Knott County, we may be able to provide some of these public services ourselves, although the technical

The Homeplace Clinic.

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FLANNERY

assistance which ARC could provide on the basis of 17 years' experience in similar mountain communities would be quite useful. Most of the counties which ARC has identified as distressed, however, are not Kentucky coal counties; for them both matching funds and technical assistance will be necessary to bring safe drinking water and adequate solid waste disposal to their residents.

Another ARC program with a definite impact on health in the Region is the highway program. I have never been a particular fan of superhighways, generally preferring winding backroads myself, but since my return to Appalachia, I have been impressed with the influence of the coming of the highways on the quality of life in the Region. It is a lot easier to get health professionals to settle in Knott County now that, with the Mountain Parkway, Lexington (with its airport, restaurants, concerts, shopping malls) is only three hours away. The new highway connecting Hindman and Hazard means that my partner and I can have staff privileges at the nearest hospital, Hazard Appalachian Regional Hospital; before its construction we lived too far away to participate in the call schedule and respond promptly to emergencies. Continuity of care improves when patients are cared for by the same physicians before, during and after their hospitalizations. The availability of hospital staff privileges, made possible by the new highway, makes practice in Knott County more attractive to other physicians, because most doctors simply do not want a practice which is exclusively outpatient. Even if the proposed regional medical center in Hazard comes about, a good number of patients from our area will continue to need to travel to university hospitals for specialized care; and for ambulance drivers and those patients' families, the new roads are very important. The baby with myleomeningocele whom I mentioned earlier, for instance, must go to the Shriners' Hospital in Lexington once a week; her family must be there at 8:00 a.m. and be prepared to stay all day. That means her family leaves their Knott County holler every Wednesday morning at 4:30 a.m. Before the completion of the Mountain Parkway, it would have been a lot worse.

Dr. Flannery with Jim Wilson, a physician assistant student at the clinic who attended Alderson-Broaddus College at Philippi, West Virginia.

In summary, I believe that the ARC finish-up health plan outlined in the December 31, 1981, Report to Congress from the Appalachian Governors is important and desperately needed by the residents of Appalachia. I also believe that the distressed counties and the highway finish-up program will have significant positive impacts on health status in the Region.

In considering how best to reach the goals which the ARC report sets in the area of health, I think that it is important for Congress to ask two additional questions: Is the ARC finish-up health program realistic? Is ARC the appropriate agency to accomplish the plan?

The first question is really: Can it be done? Can any agency make a significant impact on primary care services, infant mortality and physician availability in Appalachia in three years with a maximum of 50 percent funding for any one project? Although ARC could obviously accomplish more given more time and money, history suggests that the plan is feasible. As a result of an ARC-funded program in northwest Georgia, infant mortality in a six-county area dropped from 16.7 to 9.6 percent over a two-year period. An infant care outreach project in Perry County, Kentucky, funded through Appalachian Regional Hospitals, was responsible for a drop from 37 to 12 percent in iron-deficiency anemia among two-year-olds in three years of operation. Last June, ARC helped fund a large workshop focusing on the health of women and children in Appalachia; ARC provided the seed money, which amounted to less than 25 percent of the final conference budget. Out of the weekend gathering in Hindman, Kentucky, came 17 concrete proposals to improve women's health care in communities around the Region; most of the projects have now been funded from other sources. Although cutbacks in federal funding

Bridge over Troublesome Creek near the Homeplace Clinic.

may limit what ARC can accomplish in the next three years, the economic situation in the Region makes it even more crucial that ARC funds be available.

The final question Congress must ask is: Is ARC the appropriate agency to accomplish the goals outlined in the report, or could they be accomplished just as well by a combination of state and federal health agencies? I hope that my examples have given you a sense of the complexity of the health problems in Appalachia, a complexity which defies most agency and program boundaries. State and local health departments and projects must certainly be involved in the ARC finish-up program, for it will be up to them to provide continuation administration and funding. Yet given the limited funding which all these agencies face and given ARC's extensive experience over the past 17 years with health care in the Region, utilizing the Appalachian Regional Commission's health staff seems like the most appropriate and efficient way to accomplish the health program's goals.

I urge you to recommend funding of the Appalachian Regional Commission so that it can use the next three to five years finishing up the program upon which it embarked in 1965. I am convinced that the premature death of the Commission would put adequate health care even further out of reach of many Appalachian communities and have an adverse impact on the health status of the entire Region.

In closing, I would like to share with you a quotation from Robert Maynard Hutchins. What he said in 1959 illuminates the task of this subcommittee as it wrestles with the future role of the federal government in the Appalachian Region:

> The notion that the sole concern of a free society is the limitation of governmental authority and that that government is best which governs least is certainly archaic. Our object today should not be to weaken government in competition with other centers of power, but rather to strengthen it as the agency charged with responsibility for the common good. That government is best which governs best.

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Changes in Appalachia's Urban and Rural Population

Appalachia's rural population increased by 13.3 percent between 1970 and 1980, according to final 1980 Census data. Urban population also increased in the 1970s, but at a slower rate (8.7 percent). In 1980, 52.4 percent of all Appalachians lived in rural areas, up from 51.3 percent in 1970 and twice the U.S. average of 26 percent.

Urban and Rural Population in Appalachia, 1970 and 1980

	Urban	Rural
Alabama		
1970	59.4%	40.6%
1980	59.3%	40.7%
Georgia		
1970	27.1%	72.9%
1980	35.6%	64.4%
Kentucky		
1970		78.6%
1980		78.6%
Maryland		
1970	41.1%	58.9%
1980	56.2%	43.8%
Mississippi		
1970	34.2%	65.8%
1980	33.3%	66.7%
New York		
1970	48.2%	51.8%
1980	46.0%	54.0%
North Carolina		
1970	32.6%	67.4%
1980	34.3%	65.7%
Ohio		
1970	39.7%	60.3%
1980	37.0%	63.0%
Pennsylvania		
1970	62.7%	37.3%
1980	59.4%	40.6%
South Carolina		
1970	52.8%	47.2%
1980	59.4%	40.6%
Tennessee		
1970	47.1%	52.9%
1980	50.6%	49.4%
Virginia		
1970	20.8%	79.2%
1980	21.6%	78.4%
West Virginia		
1970	39.1%	60.9%
1980	36.2%	63.8%
Appalachian Region		
1970	48.7%	51.3%
1980	47.6%	52.4%
United States		
1970	73.6%	26.4%
1980	73.7%	26.3%

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF SEPTEMBER 30, 1981

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed or under Construction	1,730	719
Engineering and Right-of-Way in Progress	667	80.9

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	12	$ 14.0
Operating Health Projects	796	214.0
Health Construction Projects	221	88.6
Child Development	457	163.7
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.1
MINE AREA RECLAMATION PROJECTS	92	$ 51.6

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	428	$101.6
Higher Education Facilities	242	62.0
Vocational Education Facilities	1,142	364.0
Libraries	166	20.0
Water Pollution Control	1,054	265.1
Airports	153	18.6
NDEA Grants to School Systems	76	7.2
Other	457	99.0
HOUSING PROGRAM		
Project-Planning (Loans)	112	$ 4.1
Site and Off-Site Development	187	15.2
State Technical Assistance	144	8.5
State Housing Agencies	45	30.3
Other	26	5.6

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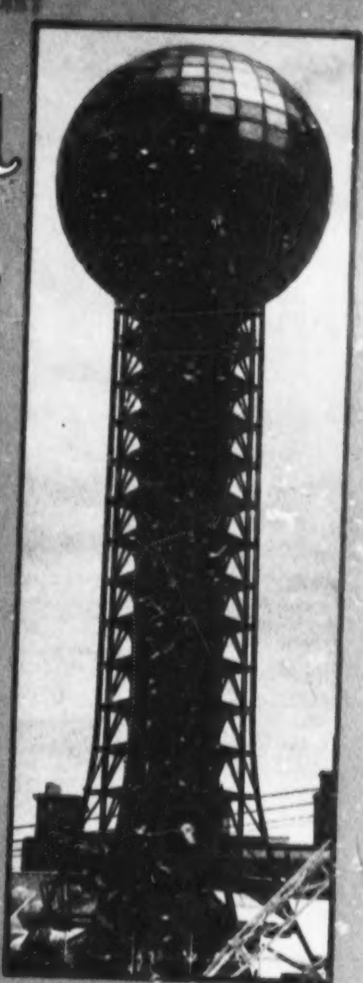

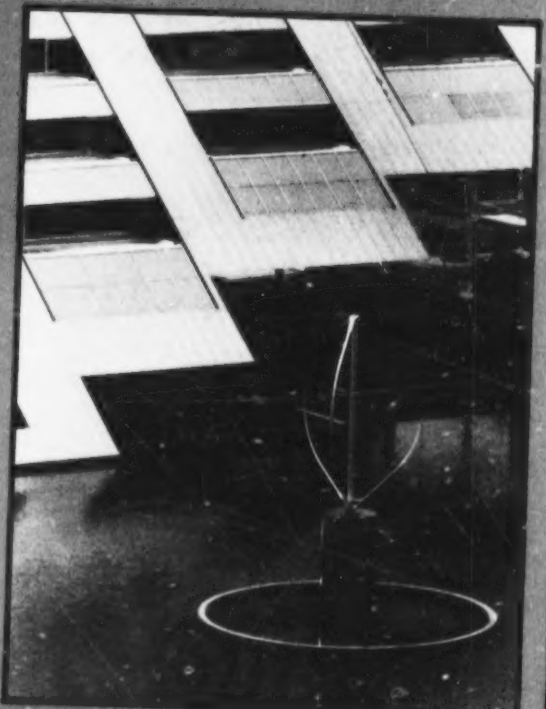

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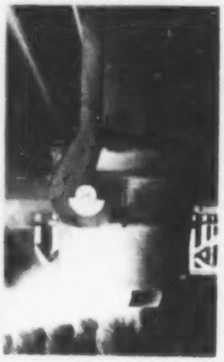

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS
OF REGIONAL DEVELOPMENT

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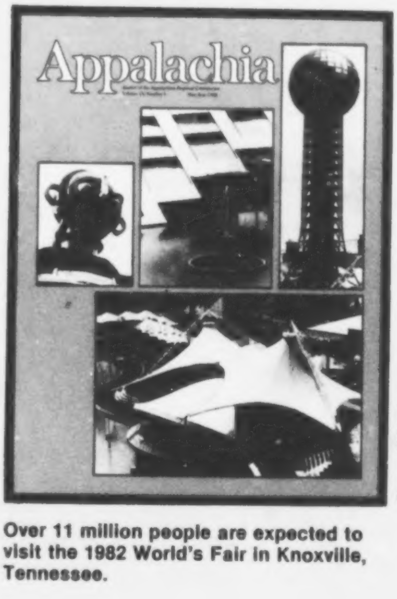
This Month's Cover

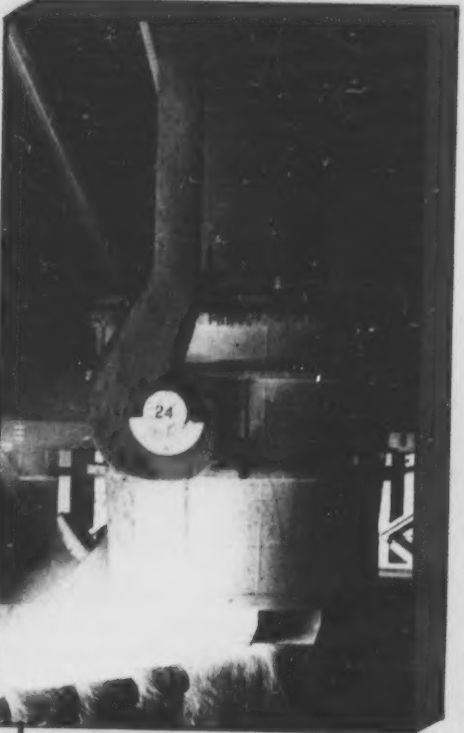


Egon Weck

Over 11 million people are expected to visit the 1982 World's Fair in Knoxville, Tennessee.

Appalachia Fights for Jobs in a Recession

By William J. Nagle



Pouring steel at the Republic Steel Corporation's basic oxygen furnace at Gadsden, Alabama.

Republic Steel Corporation

From New York to Alabama, unemployment lines in Appalachia are long and growing longer. With the national economy suffering a recession and unemployment rising nationally to levels not known since World War II, Appalachia is once again being hit harder than the rest of the country. Regional unemployment in February averaged 12.4 percent (seasonally unadjusted), almost three percentage points higher than the national average.

Probably the chief cause for Appalachia's relatively greater difficulties is the larger percentage (37 percent in 1979) of Appalachians employed in manufacturing, one of the hardest-hit sectors in the economy; in that year only 29 percent of workers nationally were employed in manufacturing. The Appalachian economy is also suffering disproportionately from federal budget cuts: increased federal defense expenditures play a smaller role in the Region toward offsetting these cuts than elsewhere in the nation because Appalachia has very few defense installations. While the Region's per capita income from transfer payments (welfare programs, Social Security and other pensions, food stamps and the like) is very close to the national level, total per capita federal expenditures in the Region have consistently been below national levels (in 1980 they were still only 84 percent of the national average). Appalachia's relatively low income levels tend to make both transfer payments and total federal expenditures more important to its economy than they are elsewhere.

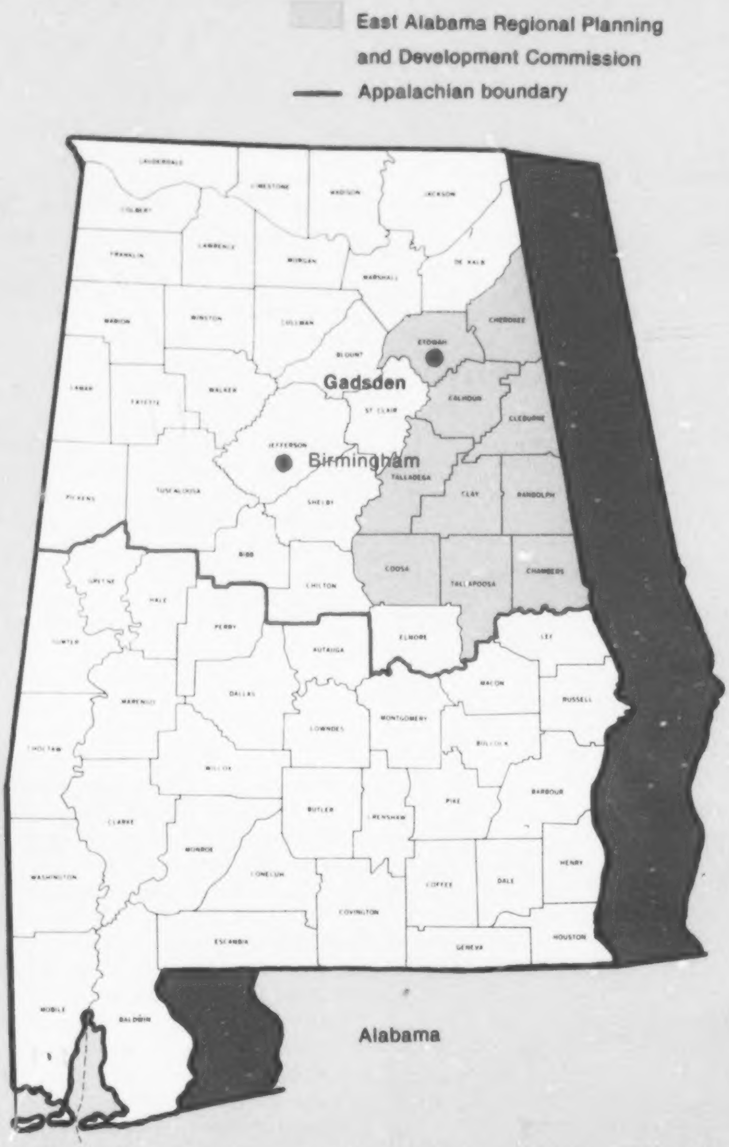
Appalachian unemployment problems are not identical throughout the Region, since the Appalachian economy is a diverse one. Although the regional unemployment average is 12.4 percent, individual counties run the full gamut from the extremely high 40.9 percent in Van Buren County, Tennessee (where a large apparel manufacturing company closed down a year ago, and other manufacturers have reduced employment), to the relative prosperity of Oktibbeha County, Mississippi (4.9 percent). In the Northeast, declining industries have been in trouble for decades, a situation intensified by the current slump in auto and steel and related industries. In the Central Appalachian areas where coal production is of major importance, the coal market is affected today by the current world oil glut. Southern Appalachia has enjoyed a cycle of rapid growth but is now being hit hard by the recession impact on businesses tied to the construction, textile and auto industries.

The following sections are profiles based on visits to three communities illustrative of these problems: an Alabama city with diversified industries but a 19 percent unemployment rate in February; a city in Georgia where carpet mills have been affected by the slowdown in housing construction; and a northeast Pennsylvania city which has had double-digit unemployment since 1980 as its three largest industries cut their work forces. In all three, the unemployment rates have caused wide concern and prompted special efforts in economic development.

William J. Nagle, former assistant secretary for development in the Maryland Department of Economic and Community Development, is a freelance development specialist.

Don't Cry for Us

Gadsden, Alabama



The Gadsden Times

Help Wanted

Houston or Dallas newspapers, $5 each. Huge Job Section. 546-2420. LIMITED SUPPLY.

This ad ran as unemployment in Gadsden, Alabama, hit 19.5 percent—"the worst in my 18 years here," said Elmus A. Humphrey of the State Employment Service.

But no one interviewed was aware of any exodus of Gadsden unemployed to Texas or anywhere else.

A city of 54,000 people, Gadsden is in the foothills of the Appalachian Mountains on the Coosa River, 65 miles northeast of Birmingham on Interstate 59. With highly diversified industries, 98 products in addition to steel and tires are manufactured in Gadsden, including electrical equipment, timing devices, building material, machine products, furniture and food products.

Most of the workers laid off, including 750 from a work force of 3,000 at Republic Steel and 85 from a plant of 3,500 at Goodyear, hope to be recalled. Both the steel mill and the tire plant have resorted in part to short-term furloughs rather than long-term layoffs. Starting hourly wages for workers at both facilities are more than $10 an hour.

Republic Steel spokesperson Robin Stone pointed out that Republic had signaled a vote of confidence in its future in Gadsden by its December announcement that it was going to build a $13-million expansion of its hot strip mill. "I don't see much wringing of hands or circling of wagons," said Stone.

James Breedlove, financial secretary of Local 2176 of United Steelworkers of America, did not disagree with Stone's assessment. "I'm hopeful the employment situation here will level off by early summer," he said.

Community leaders express dismay and some disbelief at an unemployment rate that is more than twice the national rate and 5.6 percent higher than the statewide figure for Alabama.

Republic Steel Corporation

Blast furnace no. 2 at Republic Steel's Gadsden plant.

But were Gadsden's leaders to adopt a theme song as they gear up for a special economic development effort, it might well be "Don't Cry for Us, Alabama." Nothing in their manner suggests "poor us." They evidence no signs of panic—rather a quiet determination to face an unpleasant reality and get on with the job that needs doing.

The community's leadership knows that the currently high unemployment rate is not the fault of the management of the city's diversified industries, nor the fault of the labor officials, and certainly not the fault of the workers themselves. They link Gadsden's current problems to the overall recession. With construction down, there are fewer orders for the steel beams and sheet steel turned out by Republic Steel. Lower automobile production in Michigan means fewer tire orders for the Alabama Goodyear plant. High interest rates are adversely affecting some of Gadsden's smaller manufacturers and retail stores and forcing them to close or cut back their work forces.

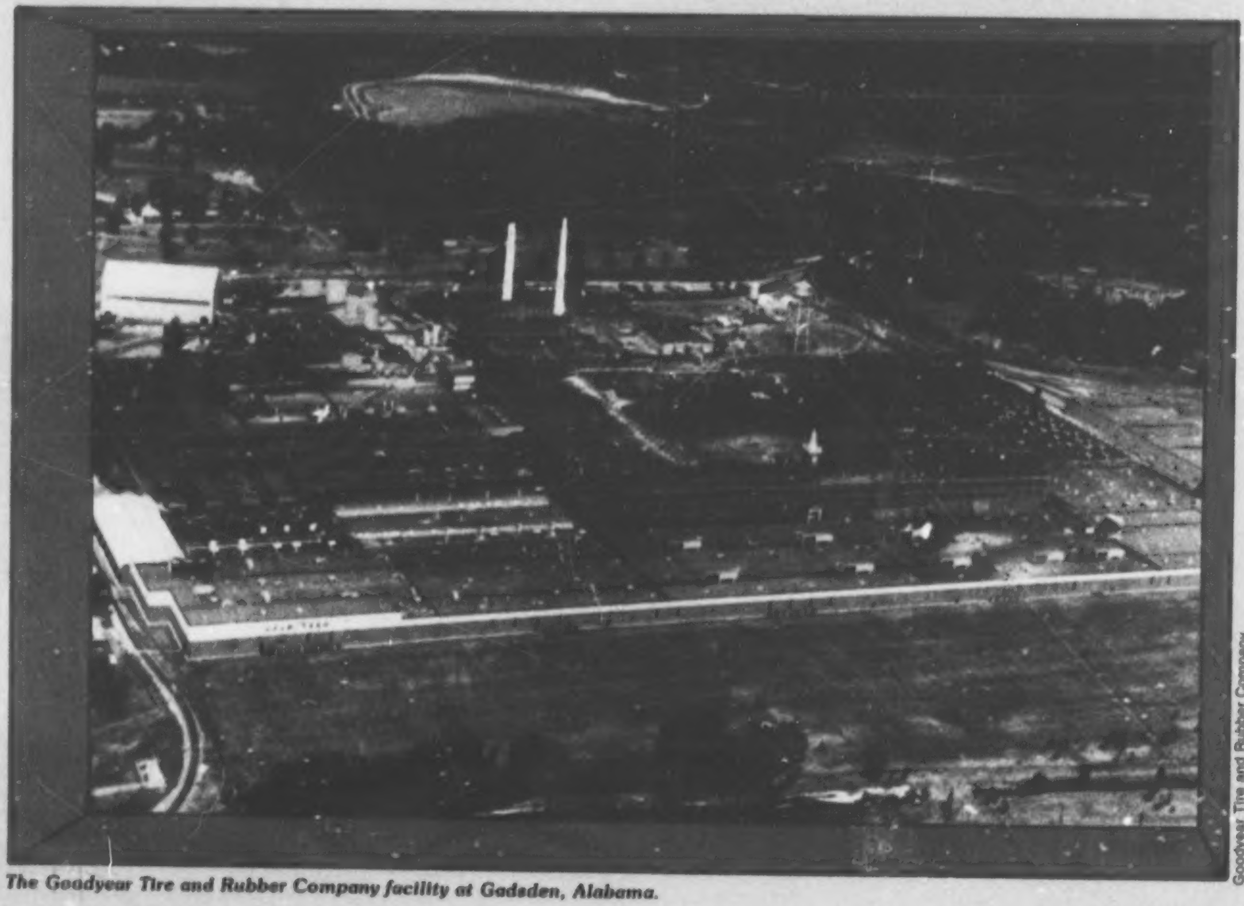
In the teeth of the recession, the city's leadership has launched what is described as "the greatest concentrated effort at job creation that Gadsden has ever had."

Calling the plays is D. J. Petruccelli, newly appointed executive vice president of the Greater Gadsden Chamber of Commerce, who arrived on a winter day when the unemployment rate had hit 17.2 percent.

An economic development strategy, up for early decision by the chamber, includes creation of a full-time economic development staff "to change marketing efforts from responsive to aggressive"; studies of target industries; construction of skeletal buildings to attract new industry; and improvement of the industrial park already available to Gadsden and to Etowah County.

Gadsden has the infrastructure and the services to serve both its present industry and new industry. That wasn't always true. Since Mayor Means was elected in 1965, at 28, he and Ronald Carr, director of city planning, have made a concerted effort to parlay grants and loans from HUD, EDA, ARC and the state of Alabama into a variety of projects that have modernized the city and placed it in a position to grow. A strong assist for their efforts has come from the ARC-funded East Alabama Regional Planning and Development Commission headed by James W. (Bill) Curtis, its executive director. The city's director of industrial and airport development, Floyd Beddingfield, works closely with the chamber of commerce and with the Etowah Expansion Association.

In 1979 the Goodyear plant managers and workers started a then pioneer effort at labor-management training that has won industrywide acclaim from both management and labor. The national publicity on the program has enhanced Gadsden's already good reputation for good management-labor relations.

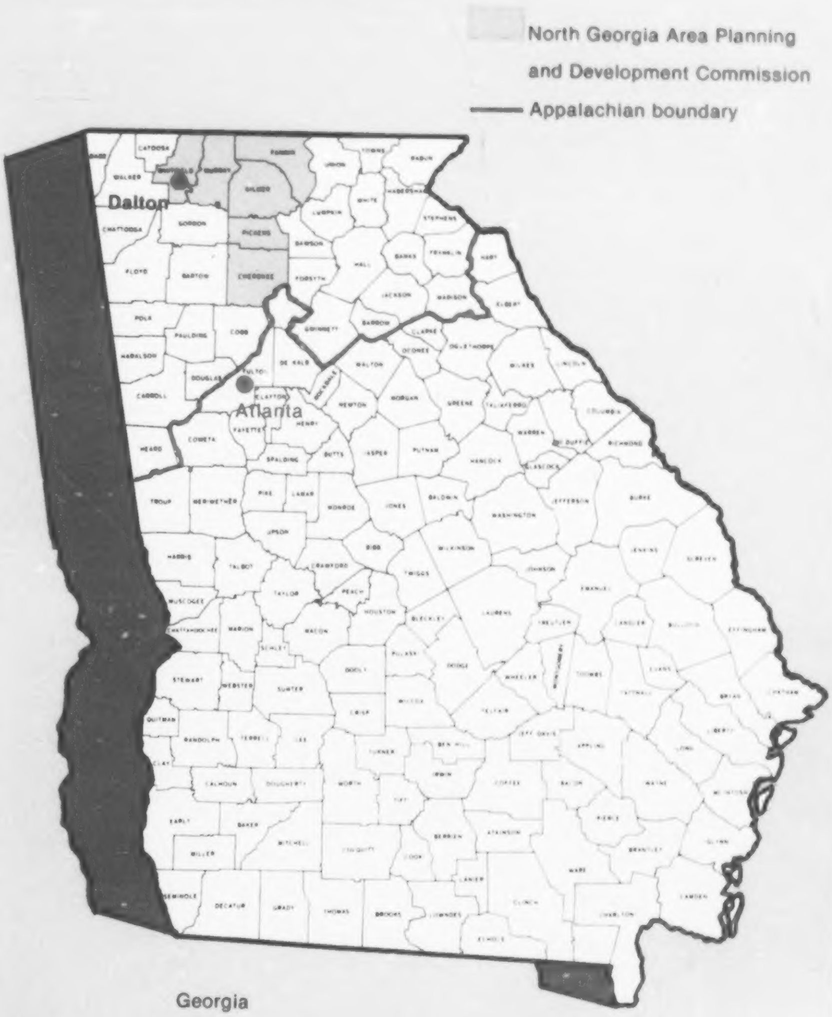


The Goodyear Tire and Rubber Company facility at Gadsden, Alabama.

Goodyear Tire and Rubber Company

Working to Diversify a One-Industry Town

Dalton, Georgia



Georgia

A green carpet covers the sidewalk in front of Dalton's city hall. The traffic islands on Thornton Avenue are also carpeted.

Signs for carpet mills and carpet outlet stores remind the visitor at every turn that Dalton is indeed the "Carpet Capital of the World." Dalton, with a population of 20,500, is 90 miles northeast of Atlanta and 30 miles southeast of Chattanooga on Interstate 75.

The high interest rates that have stalled housing construction and slowed real estate sales have caused layoffs in Dalton carpet mills. Fewer automobiles and fewer airplanes off assembly lines have also meant fewer carpet orders for Dalton companies. As *Atlanta Magazine* said of the 1974-75 recession, the carpet industry—like the construction and automobile industries on which it depended—"became a gauge of the recession's depths."

The unemployment rate for Dalton and surrounding Whitfield County soared to 17.2 percent in January. By March, due to a seasonal upsurge in carpet orders, it was down to 13.7 percent. Fletcher Dunn of the Georgia Employment Security Office in Dalton thinks it may drop slightly more in the months ahead.

The citizens of Dalton responded promptly and compassionately to the plight of the city's unemployed last January by reviving its Needy Citizens Fund (first created in the 1974 recession). Clergymen, social workers and other citizens worked out arrangements to give emergency help for heating bills and mortgage payments. Collections were made through the area's 130 churches. "We are really one big family in this community," said fund chairman Carl Griggs, a retired industrialist.

Of 344 manufacturers in Whitfield County, 313 of them are within the city limits of Dalton. Most are carpet mills or satellites spawned by them—designers, chemists, spoolmakers, packagers, labelers, printers, advertisers, dyers, silk screeners, machinists, truckers and retailers. An average wage in the mills, where women make up 42 percent of the work force, is $6.05 an hour.

The carpet industry doubled in size approximately every five years from 1960 to 1969. Dalton, the county

The Dalton-Whitfield County Chamber of Commerce
Welcomes you to...
DALTON
The Carpet Capital of The World

Barrett Chitwood

seat, and Whitfield County grew along with it, doubling their population in a 30-year period.

By most assessments the carpet industry has been good for Dalton. The tax base it has provided enabled the city to keep pace and to modernize. Dalton prides itself on its public buildings, the extraordinarily clean condition of its streets, and especially on the fact that its schoolchildren rank fourth in the state in academic achievement.

In 1960 Dalton reportedly had about 60 millionaires, a per capita record. Latest estimates in this "rugs to riches" saga run to 100—most of them living on the mountainside west of Interstate 75 in large homes whose windows afford panoramic views of the Dalton area.

Long-time City Administrator Albert Rollins said that pleas for a more diversified industry in this one-industry town are heard more frequently whenever there is a recession. Some of those voices are coming from members of an economic development board recently established by Whitfield County to:

- diversify the economy
- accelerate new manufacturing job opportunities
- develop an industrial park.

Jay Garner, the board's newly hired executive director, has outlined a marketing program. Due soon is a strengths-and-weaknesses analysis and an industry target identification study being carried out by William C. Darley, Jr., of the Georgia Institute of Technology.

The Downtown Merchants Association—prompted in part by competition from a newly built enclosed shopping mall on the outskirts of the city—has plans for a full-time downtown director to activate a building improvement program and to coordinate an advertising program.

George Sutherland and his staff at the North Georgia Area Planning and Development Commission (an ARC-funded local development district) are involved in all the current initiatives in the Dalton area to improve the economy. Sutherland expresses keen interest in a year-round carpet market being promoted by the economic development board. "Although the center of carpet manufacturing is Dalton," explains Sutherland, "marketing is done in cities like Dallas and Chicago. The proposed mart would provide needed marketing opportunities for the small- and medium-sized manufacturers here as well as for the large ones."

The *Daily Citizen-News*, Dalton's local newspaper, in March gave extensive coverage to a dinner of the economic development board that "welcomed its first new industrial recruit, a plastics manufacturing company." Gary Cole, vice president of Plastron, Inc., said the firm would employ 16 and eventually 60 workers. He praised Dalton for "its outstanding utility company, its Quick Start training program in cooperation with Dalton Junior College, and what he called 'the best work ethic in the area.' "

In reference to attempts to diversify industry, Mayor pro tem Jimmy Young described the plastics company "as just the type of people we're looking for."

An earlier headline in the *Daily Citizen-News*, reporting on a speech to the chamber of commerce by a visitor from Macon, read:

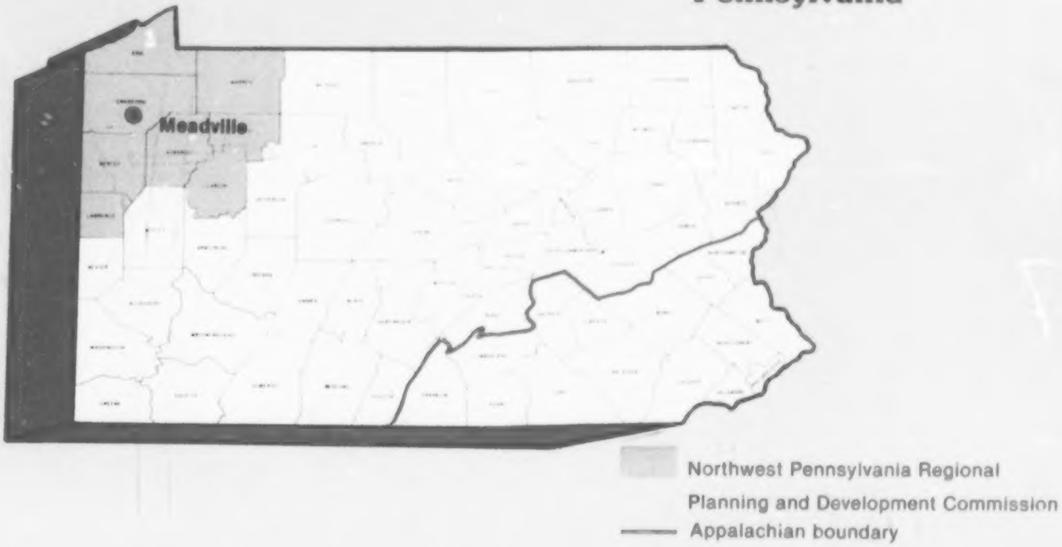
DALTON URGED TO PREPARE FOR BOOM EXPECTED AFTER RECESSION

Over half of U.S. carpet workers (57 percent) work in the Region, especially in Georgia, but also in South Carolina and Tennessee. Almost half of all manufacturing employees in Georgia work in the carpet industry. Pictured: The Wunda Weave mill at Greenville, South Carolina.

Kenneth Murray

Counting on Small Businesses for More Jobs

Meadville, Pennsylvania


Meadville
Northwest Pennsylvania Regional Planning and Development Commission
Appalachian boundary

Meadville, Pennsylvania, has suffered double-digit unemployment since 1980. The figure rose to 15.9 percent in January. In March it was 14.5 percent.

"We would be in a lot worse shape," says John Wellington, editor of *The Meadville Tribune*, "if it hadn't been for Vic Leap."

Victor Leap is the director of the Meadville Redevelopment Authority, which has been the city's chief instrument in revitalizing the downtown, in rehabilitating its homes, and in developing two new industrial parks. Grants from EDA, HUD and ARC were combined with state and local funds to put a bright new face on this northwest Pennsylvania city of 16,000 people 90 miles north of Pittsburgh and 37 miles south of Erie on Interstate 79. Trees, lights, sidewalks and curbs—all new—line the main shopping street, which ends with a new enclosed shopping mall.

In his redevelopment job for the past decade, Leap in turn credits his board and the city council that appointed it for the program in Meadville. Many of the efforts began in the 1974-79 period when Richard Ruhlman served as mayor. He is now a Crawford County commissioner and a long-time board member of the Northwest Pennsylvania Regional Planning and Development Commission, a local development district (LDD). Both Ruhlman and Leap acknowledge the considerable assistance the LDD and its director, Bill Steiner, have given to Meadville.

In their account of the progress made by Meadville, Ruhlman and

Reed McCaskey

Meadville is refurbishing its main shopping street.

Leap made frequent references to an arterial highway corridor study for Meadville, funded by ARC in 1978 and carried out by the consulting firm of Beckman, Yoder and Associates, Inc., of Wexford, Pennsylvania. Ed Edinger, director of the Crawford County Planning Department, said the blueprint the study provided—including its emphasis on industrial development—is still being followed in Meadville's massive face-lift.

The refurbishing of downtown streets is currently producing the only available construction jobs in Meadville. Unemployment among construction workers is at 35 percent, according to Robert Session of the Construction and General Laborers Local No. 964.

Construction unemployment, as well as some of the other unemployment in Meadville, is directly related to the national recession and high interest rates. But some of Meadville's unemployment has to do with a trend that has long afflicted manufacturing in the Northeast and the upper Midwest. Bill Steiner says northwest Pennsylvania has lost 3,000 manufacturing jobs in recent years. He thinks the solution to the area's economic problems lies in part in the nourishment of local industries and the encouragement of small enterprises. Sixty percent of all new jobs in Pennsylvania have been in companies that employ fewer than 20 persons, he said.

The newest additions to Meadville's newest industrial park are local tool and die shops with 10 to 20 employees, some expanded from operations begun in small garages. Leap and his redevelopment authority staff see it as their primary role to assist such local industry. They helped arrange the financial packages for some of the newly expanded industries. "We want to keep the industry we have and help the local companies to expand," said Leap.

In this both Leap and Steiner echo the state-level development strategy, as articulated by Ivan Tylawsky, director of the Commonwealth of Pennsyl-

(ABOVE) Victor Leap (left), director of the Meadville Redevelopment Authority, and former mayor Richard Ruhlman. (BELOW and OPPOSITE) Work proceeds on the bright new look for Meadville streets.

vania's Bureau of Appalachian Development and State Grants.

The biggest single jolt to Meadville's economy was the demise of Talon, Inc., the city's flagship industry. Some 2,000 people were employed in two Talon plants and in the corporate headquarters of this worldwide zipper manufacturer. Management and marketing problems reportedly prompted Talon's sale to a holding company. The 600 employees left at Talon face a highly insecure future.

The city's second and third largest employers, FMC Corporation, a textile company, and CONRAIL, a railroad, have cut their forces drastically. FMC is down from 1,000 to 600 employees. CONRAIL, which had employed 1,000 workers in its switching yards and repair shops, is down to 40 employees.

Talon has been what planner Edinger describes as the "incubator" for what remains the healthiest part of Meadville's economy: the 70 or more tool and die and related machine shops in the area. Meadville is considered to have the greatest concentration of such tool and die shops in the country.

Because they serve a wide variety of industries, the cutbacks in the automotive industry have not affected them deeply. Some have cut the hours their employees work, but none has been forced to close.

Most of the entrepreneurs who own them are native to the Meadville area, and many learned their skills at Talon. A rigorous tool and die program at Meadville's vo-tech school (partially funded by ARC) provides the new skilled manpower the shops need.

Both Edinger and Wellington describe the tool and die entrepreneurs as "intensely practical people," and, like the farmers of the area, "fiercely independent."

Wellington cites farming as another healthy part of the area's economy. He points to an article in a special edition of *The Meadville Gazette* devoted to farming that describes Crawford County as being "one of Pennsylvania's outstanding dairy counties." Dairy products account for 68 percent of the $50-million annual agriculture income in the county. The county ranks third in the state in oats production.

All of the Meadville leadership interviewed agreed that the troubles at Talon and the long-term double-digit unemployment have made all the citizens realize that economic development needs to be an on-going activity and that it requires strong and continuous involvement of both the private and public sectors.

Conclusion

Some of the Region's unemployment is a reflection of national problems and can be expected to improve as the national economy picks up. A revival in the construction and automotive industries will have healthy economic effects on both Gadsden and Dalton, for example. Meadville's economic recovery may take longer because its economic problems have their roots in trends evident in northeast manufacturing towns for decades and are unlikely to be rapidly altered.

Each of these three cities at one time perhaps thought it had arrived at sound economic development. But now all three cities find themselves once again struggling with how to get and retain jobs.

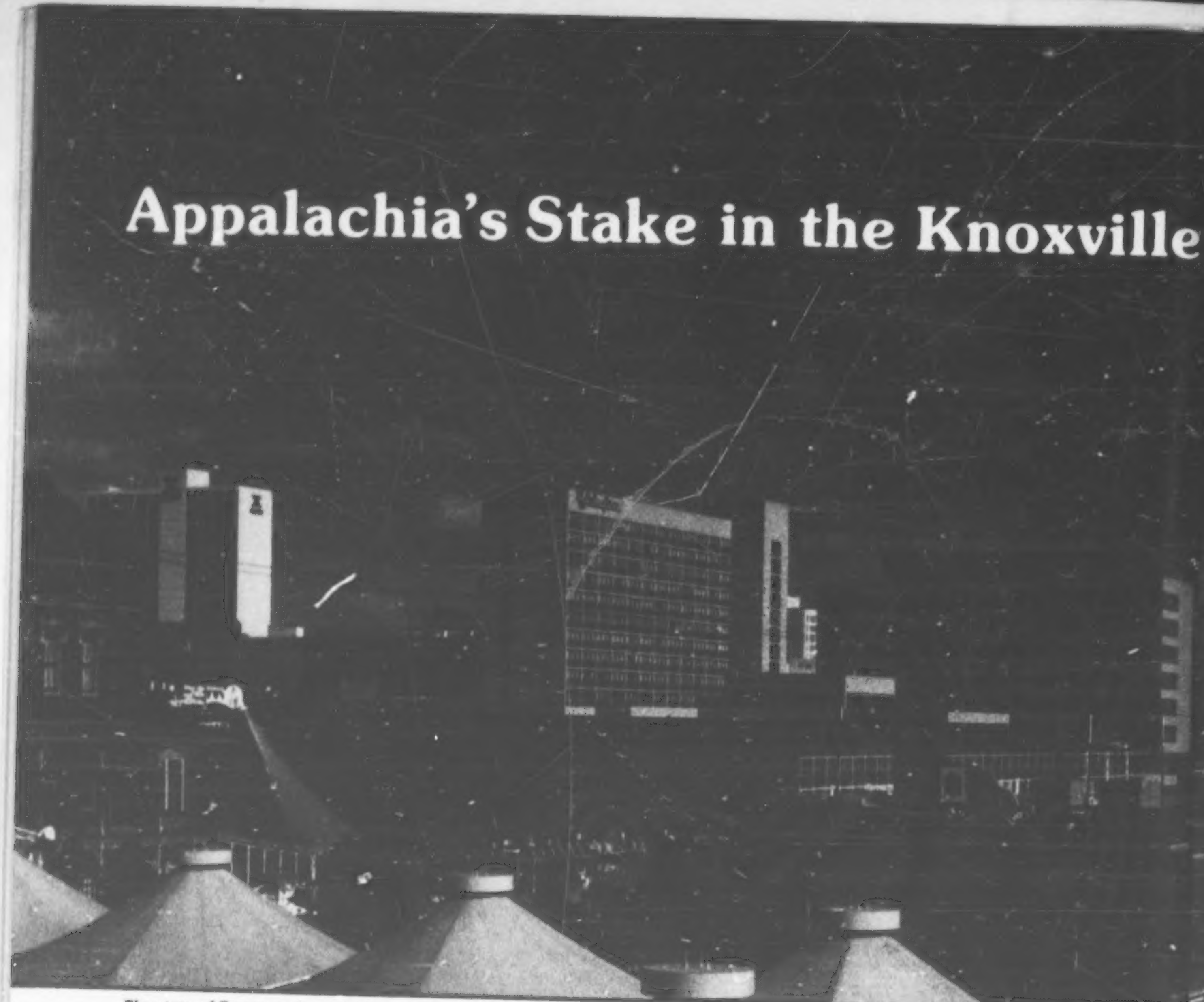
In one way the three communities have gained from this experience: the leadership in all three has seized on the present crisis as a tool to galvanize their communities into new economic development initiatives. In working toward this end, leaders of the communities have little control over many national economic factors. They cannot know or change what the economic picture is going to be in six months or a year. They cannot be sure when interest rates will go down. They cannot count on taxes' being reduced.

But whatever the situation is with all of these problems, they know that they need to be ready to take advantage of any opportunities that come along. They have capable local organizations on the spot—public organizations like the local development districts, and municipal and county industrial development authorities, or private organizations like chambers of commerce and downtown improvement associations—ready to help them capitalize on any opportunities that come their way.

VOX
STEREO
GE
Bob's
JACK'S
DRUGS

Reed McCaskey

Appalachia's Stake in the Knoxville



The state of Tennessee's amphitheater (the tentlike structure at the right rear of the large photograph), the Sunsphere and (behind it in the photograph at the right) the pyramidal U.S. Pavilion are symbols of the fair.

By Egon Weck

Bring millions of visitors to a city of 183,000 in a six-month period, and you are administering an economic shot in the arm. That is what's happening to Knoxville, Tennessee, right now as people from all over the world converge on the 1982 World's Fair.

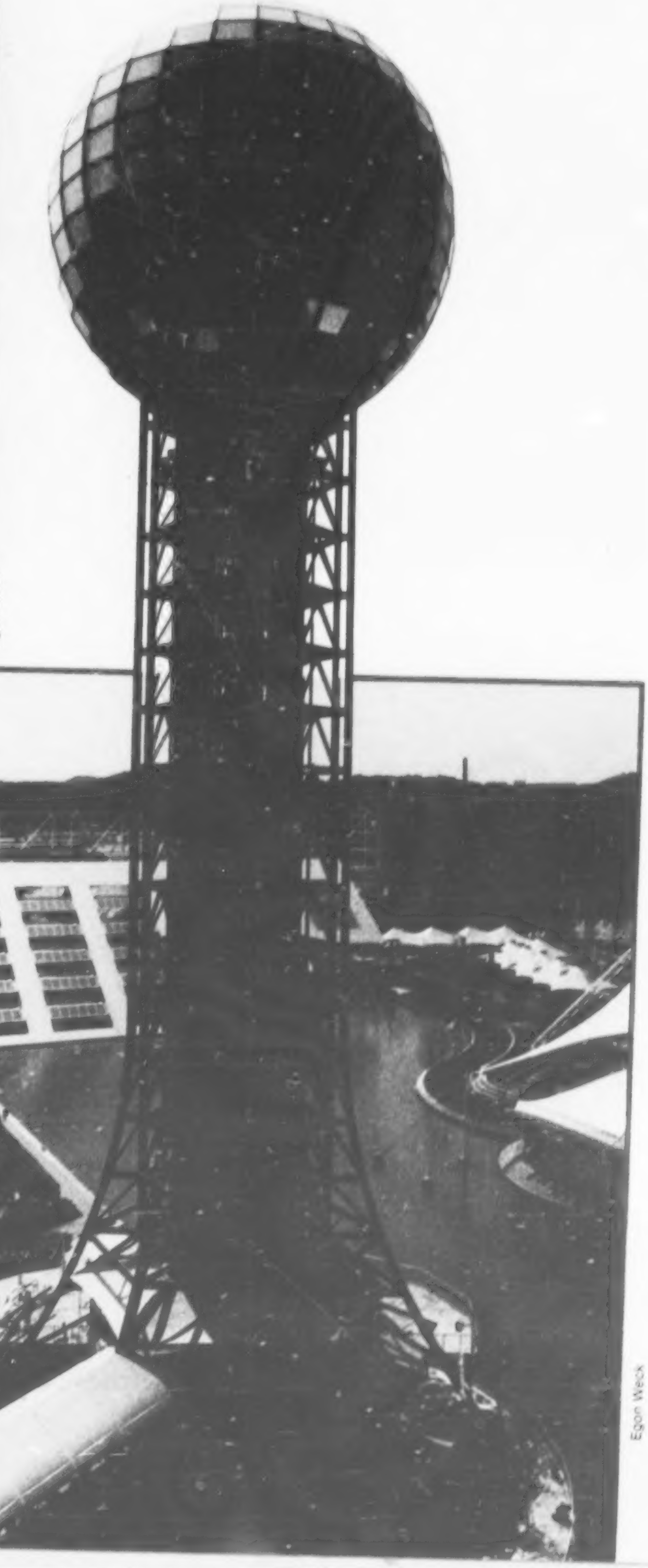
Already the fair's impact on Knoxville has been so great that henceforth local history will mark two eras: B.F. and A.F. (Before the Fair and After the Fair). For example, motels have sprung up all around, and after the fair is over, the city will have its first convention center. Approximately 10,000 people are employed directly by the fair—an important contribution to the economic well-being of the city, which in March had an unemployment rate (for the metropolitan area) of 9 percent, compared to the state's 12 percent.

A "first" for Knoxville, the 1982 World's Fair is just as much a first for the Appalachian Region. In Knoxville both the immediate and longer-term effects are discernible. They are much less so for the Region, and yet experience with international expositions elsewhere shows that ultimately the impact of a world's fair on the surrounding region is greater than on the host municipality.

As recently as a year ago it was difficult to visualize Knoxville, in the shadow of Memphis and Nashville, as the site of an international exposition. Known until now as an unremarkable, medium-sized banking and financial center and headquarters of the Tennessee Valley Authority, Knoxville suddenly seems destined for a grander future.

World's Fair

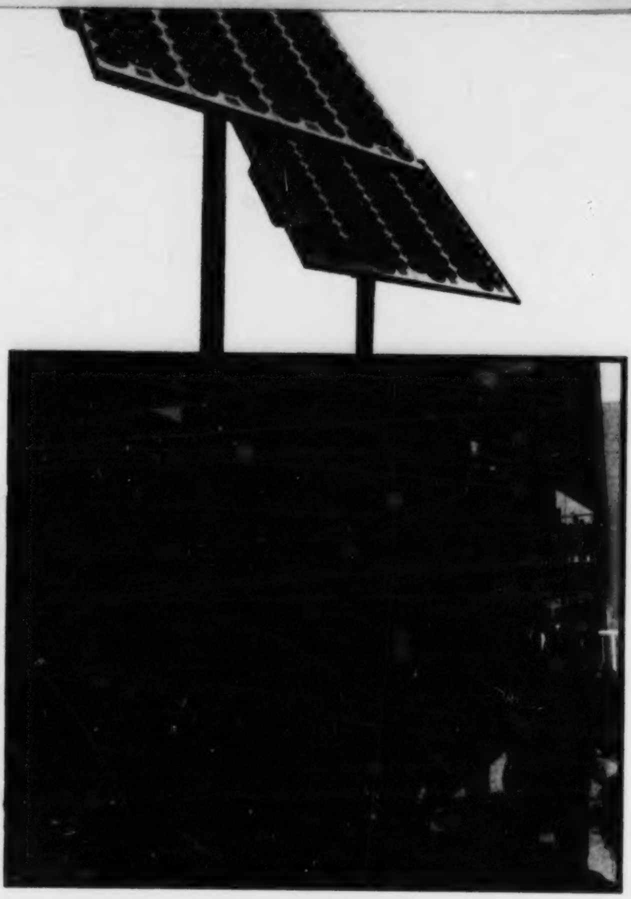
Egon Weck



Egon Weck

Festive Sights and Sounds

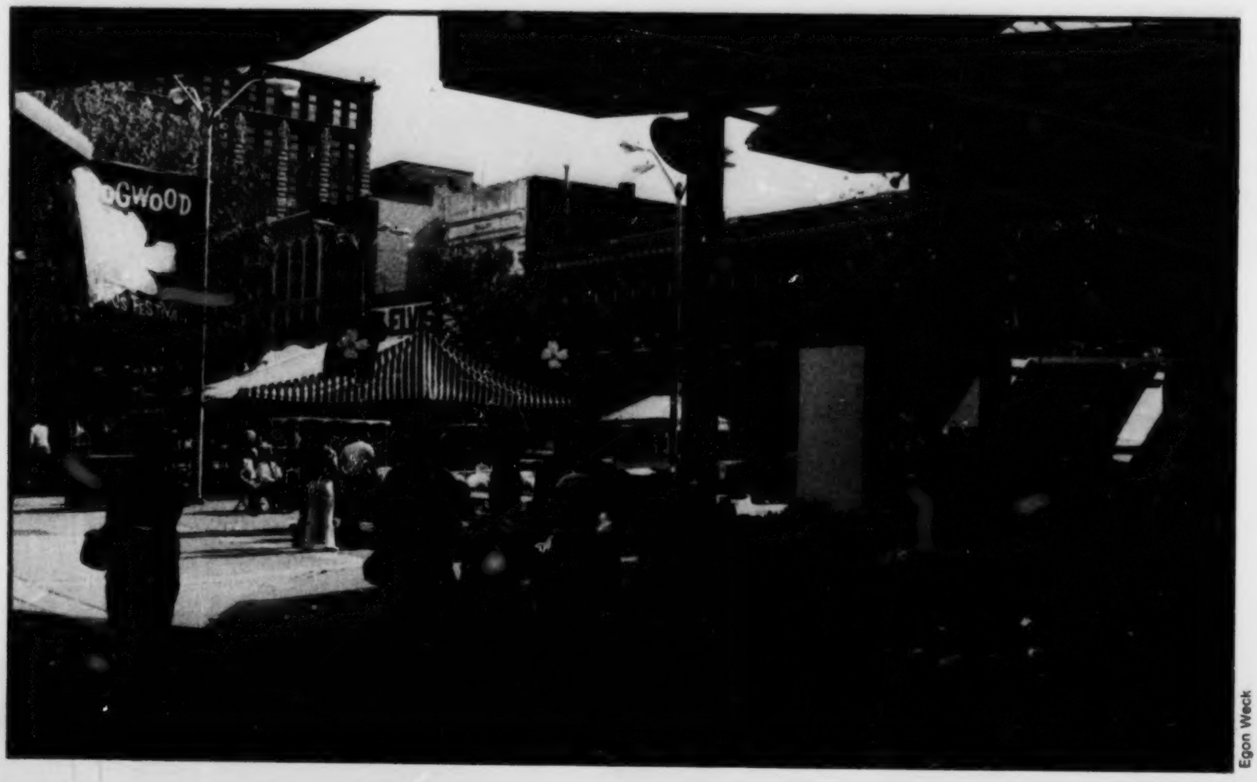
To see what all the hullabaloo that has been emanating from Knoxville is all about, go to the fair. Those who knew the 72-acre site will remember a tenderloin section replete with decaying rail and industrial buildings mixed with slum housing that was mostly abandoned. The site was particularly embarrassing to Knoxvillians because it stood between downtown and the University of Tennessee campus.



Egon Weck

Attendance Tops Expectations

By June 1, at the end of the first month, 2.2 million visitors had come to the 1982 World's Fair in Knoxville. Attendance in May had been expected to be relatively low, since many families postpone their travel until the summer, when school is out. The number of visitors in the first month was about 1.4 million, or 50 percent, more than projected and would indicate that more than 16 million people might come to Knoxville during the six months the fair will be open.



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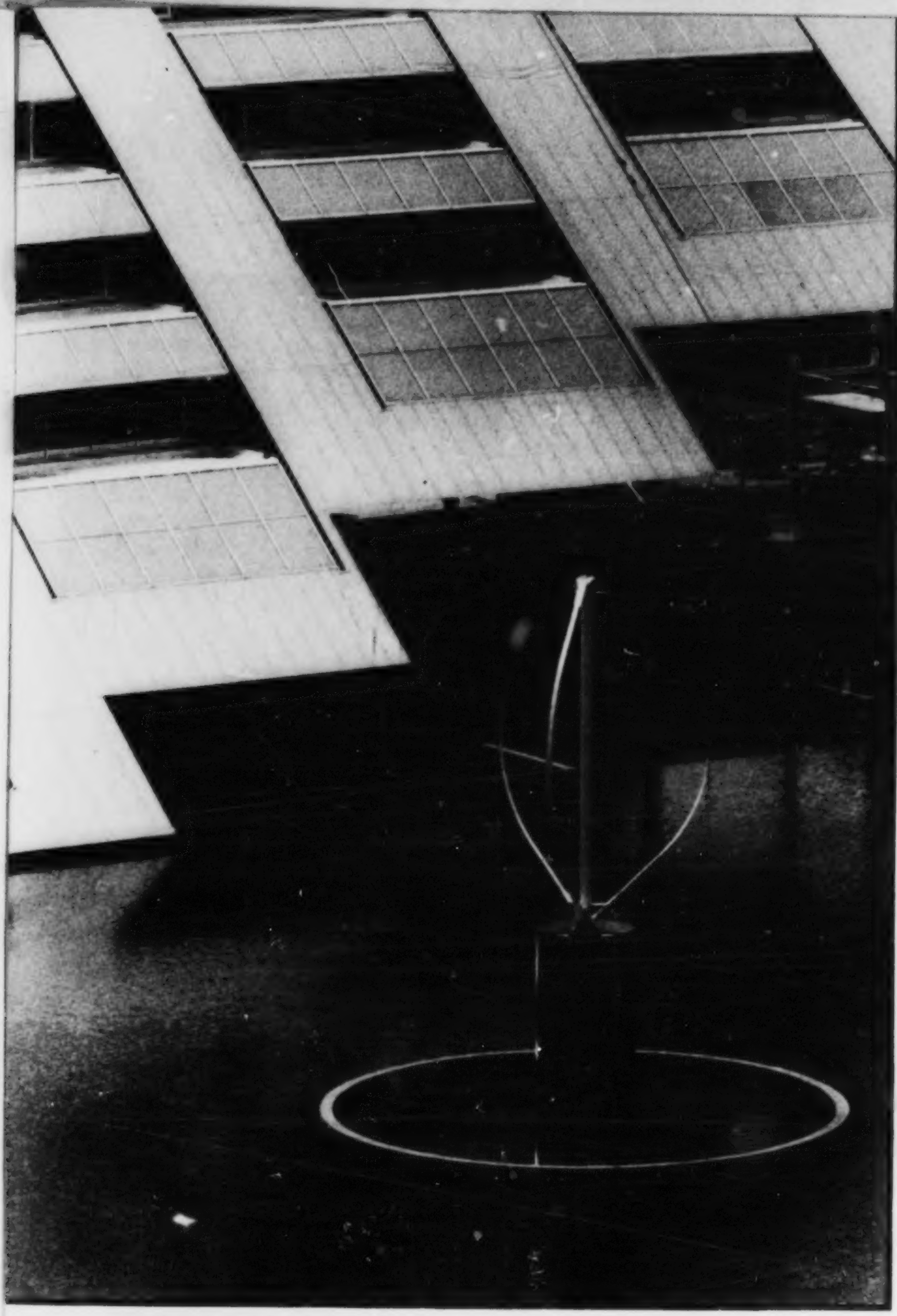

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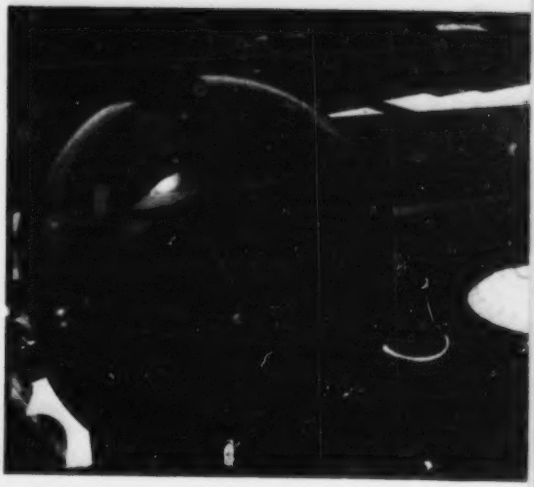


Egon Weck

(OPPOSITE PAGE, TOP) Solar telephone booths carry out the energy theme of the fair. (OPPOSITE PAGE, BOTTOM) Knoxville's downtown mall, near the TVA Towers, offers workers a place to eat and shop outside in summer. (ABOVE) In the middle of the "Waters of the World" is an aluminum vertical wind turbine that can generate electricity from a wind of 14 m.p.h. (ABOVE, RIGHT) A view from the observation deck of the Sunsphere.

The noxious stream that once flowed through the site has been transformed into a glittering "Waters of the World." Perched 266 feet above the fair atop a girdered tower that encloses three elevators is the fair's hallmark, the Sunsphere. Journalists have already compared its shape to a huge microphone. The sphere itself is 70 feet in diameter, is clad with glass panes impregnated with 24-carat gold dust and houses two restaurants and an observation deck. The Sunsphere dominates the fairgrounds, and it will be a permanent feature of the Knoxville skyline.

Across the water from the Sunsphere is another of the fair's landmarks, the big U.S. Pavilion. It forms a right triangle in cross section, with the wall along its hypotenuse facing the "Waters" across from the Sunsphere and sloping gently upward to some 70 feet above the water and away from the Sunsphere. True to the fair's theme, "Energy Turns the World," the U.S. Pavilion is called "The Energy Place," and it tells the nation's energy story, past, present and future.

Behind the massive U.S. exhibit hall is a 1,000-seat theater that is showing a 24-minute sure-fire hit film, "Energy, Energy!" It's a giant screen film that makes use of the wide-screen IMAX system and gives the viewer the sensation of actually participating in its movement. Thus, as it shows a driver's-eye view from a sports car put through its paces on the switchbacks of a mountain road, the film has viewers gasping and clutching at their seats.

For people nearby—or all over the U.S. and Canada for that matter—the Knoxville fair offers a cheap way to see bits and pieces of the world. Nineteen nations from China to Panama have exhibits. China has brought in 20 two-ton stone blocks from the Great Wall. Japan is displaying the latest in robotics. And the People's Republic of Hungary is giving fairgoers a glimpse of the east bloc.

Among the exhibits of 50 international corporations are those of Texaco, Ford, DuPont, U.S. Steel, Tenneco, Occidental Petroleum, Union Carbide, Stokely Van-Camp and Eastman Kodak.

To sustain their own energies, fairgoers have a choice of 60 restaurants serving food that includes a wide variety of Appalachian cuisine.

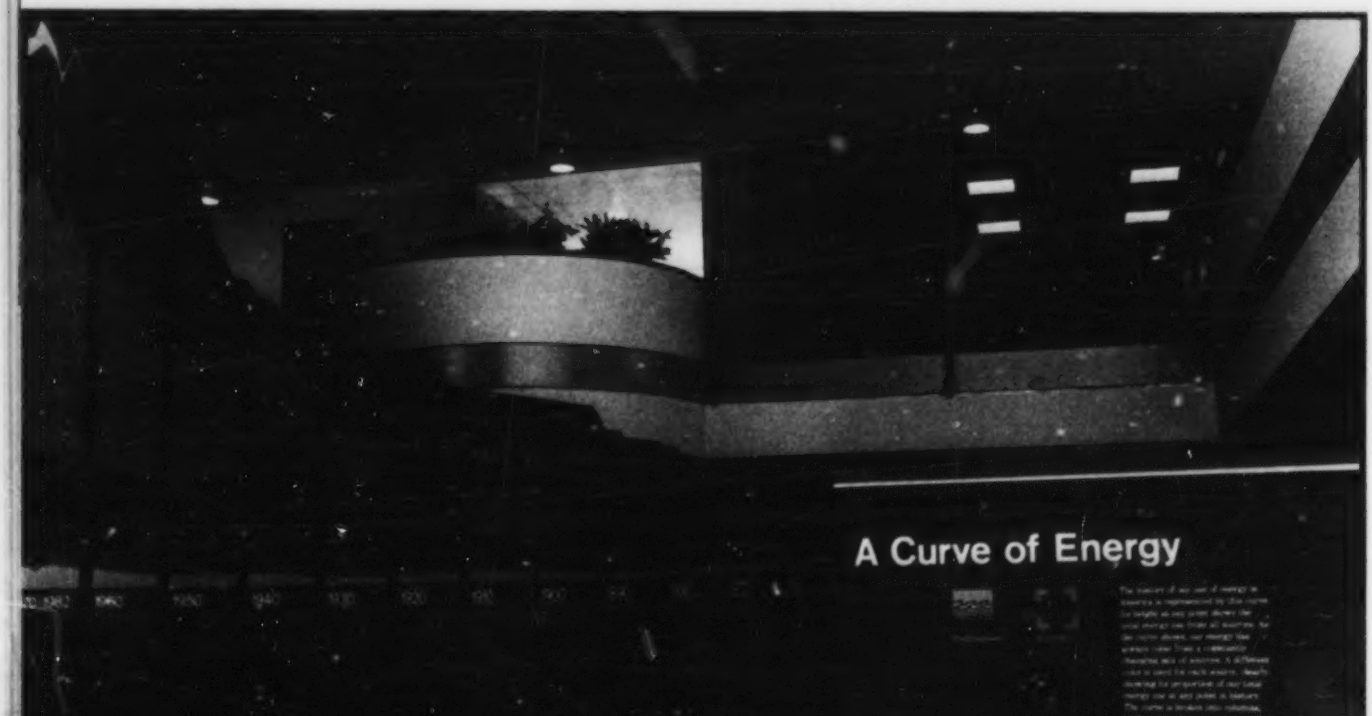
At the south end of the fairground is an ample but not dominant "Family Funfair Amusement Area." Among the attractions is the world's biggest ferris wheel, which swings its patrons 140 feet up and overhead, and a breathtaking 69-mile-per-hour roller coaster. For a while before the fair opened, construction of the ferris wheel was in jeopardy when the huge 70-foot spokes for the wheel were washed overboard in a storm from the decks of a freighter that was carrying them from Amsterdam. Replacement spokes were quickly fabricated and flown in in a specially equipped Boeing 747 freighter, the first 747 to land at the Knoxville airport.

Four Appalachian states, Kentucky, West Virginia, North Carolina and Tennessee, have exhibits at the fair. Tennessee is represented by a permanent 1,800-seat amphitheater that shares the edge of the "Waters" with the Sunsphere, an electric power substation and the U.S. Pavilion. The exhibits of Kentucky and North Carolina are concerned mainly with economic development and tourism.

From the Huntington Galleries, the state of West Virginia has brought to the fair an exhibit called "Mining Life," featuring a reconstructed mine and mining camp. According to Randy Lawrence, the exhibit director; who is a former ARC staff member, "For miners, the walk through the exhibit is pure nostalgia, but for the outsider, it's an education and insight into West Virginia's most important activity and dominant lifestyle." The subjects of the exhibit range from relics collected from the John L. Lewis era, the early days of coal mining, boom towns, mine disasters and black lung.

Back at the U.S. Pavilion, visitors are told that the U.S. is far from running out of fossil fuel. The U.S. has 2 trillion tons of coal—a 600 year supply if coal were used as the sole national energy source. On display at the U.S. exhibit is a longwall mining machine with a 15,000-pound drum that cuts a 30-inch swath through a coal seam.

The U.S. Pavilion displays this striking illustration of the growth in the use of energy in the nation.



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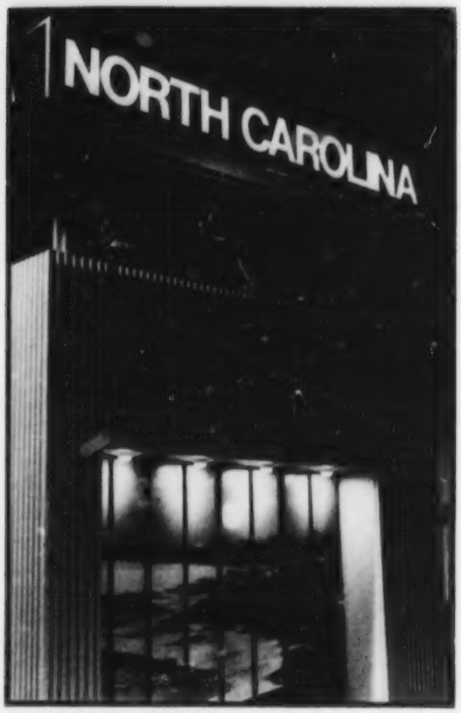

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(ABOVE) North Carolina is one of four Appalachian states to have an exhibit at the fair.

Appalachian Culture and Entertainment

To make the acquaintance of the cultural aspects of the Region around them, fairgoers are seeking out the northern end of the fairgrounds to visit the Stokely Van-Camp Folklife Festival. It's set appropriately on a small hill next to the northern terminus of the fair's aerial tramway.

The festival offers nutritious sustenance including hominy, corn bread, biscuits, barbecue, fried pies and hard candy. According to Blanton Owen, who is the festival's senior folklorist, it's the art of making food such as hush puppies, sausage and liver mush that the festival highlights.

It's said that State Representative Buddy Scruggs from the Knoxville district promised there would be a whiskey still at the fair, and so there is. Running the still at the festival is Hamper McBee, a star of the Public Broadcasting Service's documentary film *Raw Mash*. Anyone who saw the film remembers that mountain whiskey-making is a fine art. And at the Knoxville fair, it's presented as an honorable part of the mountain tradition.

President Reagan spoke at the ceremony that opened the fair on May 1, with Mrs. Reagan, Governor Lamar Alexander of Tennessee, Senate Majority Leader Howard H. Baker, Jr., and others looking on.

Jack Kightlinger, The White House

Entertainers such as Bob Hope and Dinah Shore are expected to be big drawing cards when they make appearances at the amphitheater. But devotees of mountain culture are converging on the folklike festival to hear live Appalachian music and entertainment twelve hours a day, seven days a week, throughout the entire six-month run of the fair.

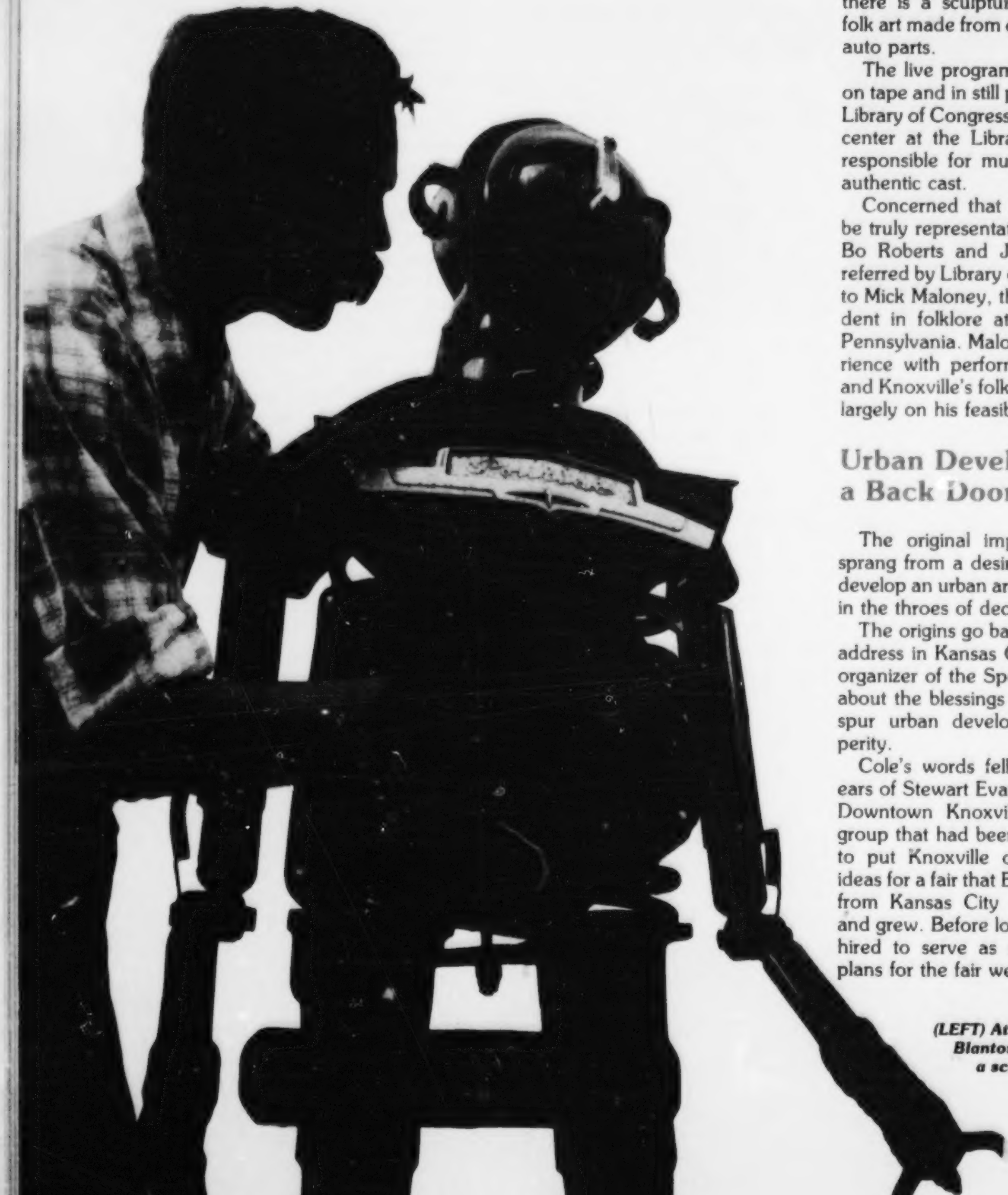
Two music stages have been set up at the festival. They feature old-time string bands, bluegrass and country music, while gospel music is being presented on Tuesday and Thursday evenings and Sunday mornings.

The distinctive piedmont and mountain blues of black mountain people are being presented too. Blanton Owen, who harbors the benign satirical touches of a Garrison Keillor and a deep knowledge and understanding of Appalachian folkways, describes the black music as being more like white country music and softer than delta blues.

Besides presenting the music as entertainment, performers are conducting workshops to demonstrate what they do. Owen suggests that some folks who don't know the real Appalachia may be disappointed with the festival.

"We don't have anything in common with hillbilly theme parks," Owen insists. "We're presenting traditional Appalachian culture in a proper, respectful setting." Then he proceeds to cite names of entertainers such as Ralph Stanley, Carl Story, Bill Harrell, Don Reno, Doyle Lawson and Larry Sparks to make his point.

Besides the entertainment and workshops, there is a Thursday night lecture series featuring 26 personalities such as Cratis Williams and Eliot Wigginton of Foxfire fame. When that isn't enough, there are exhibits of Cherokee basketry, contemporary basketry, face


Egon Weck

jugs and the Kentucky rifle. Outside there is a sculpture garden showing folk art made from cement and welded auto parts.

The live program is being recorded on tape and in still photography by the Library of Congress. In fact, the folklife center at the Library of Congress is responsible for much of the festival's authentic cast.

Concerned that the folklife festival be truly representative, fair organizers Bo Roberts and Jake Butcher were referred by Library of Congress people to Mick Maloney, then a graduate student in folklore at the University of Pennsylvania. Maloney had had experience with performers and festivals, and Knoxville's folklife festival is based largely on his feasibility study.

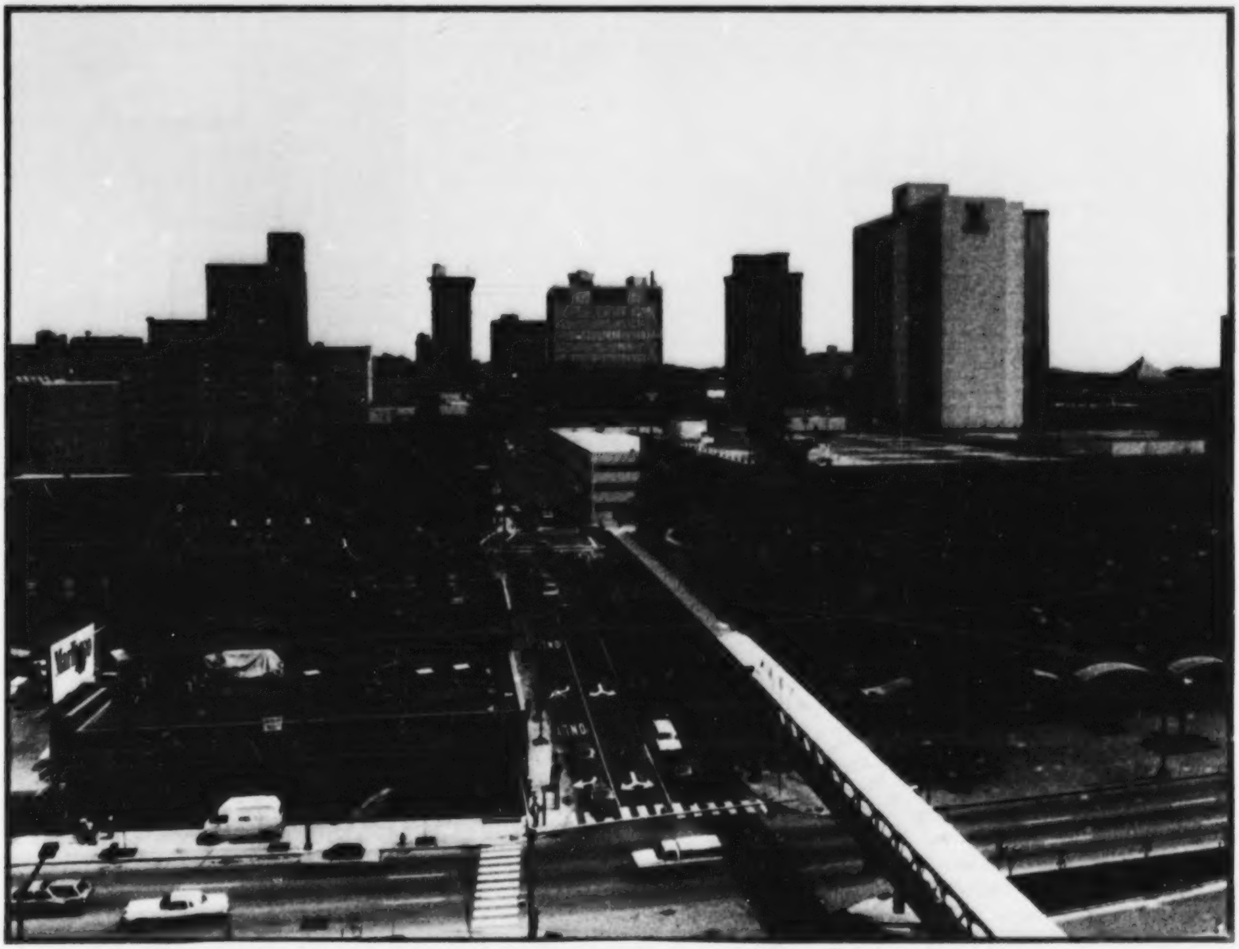
Urban Development by a Back Door

The original impetus for the fair sprang from a desire to revitalize and develop an urban area that was already in the throes of decay.

The origins go back to 1975 and an address in Kansas City by King Cole, organizer of the Spokane world's fair, about the blessings of fairs, how they spur urban development and prosperity.

Cole's words fell on the receptive ears of Stewart Evans, member of the Downtown Knoxville Association, a group that had been looking for ways to put Knoxville on the map. The ideas for a fair that Evans brought back from Kansas City took root quickly and grew. Before long, King Cole was hired to serve as a consultant, and plans for the fair were under way.

(LEFT) At the folklife festival, Blanton Owen helps set up a sculpture made of discarded automobile parts.



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An elevated walkway permits visitors to enter and leave the fair without crossing Knoxville's busy Henry Street.

The $110-million investment in the fair has already produced encouraging results in Knoxville. Several new hotels have been built. The blighted area bordering the "gulch" that separates downtown from the university has been reclaimed. After the fair closes, the tower and Sunsphere with its restaurants will be kept standing. The U.S. Pavilion will be transformed into a residential building, and the international section will give way to a mixed residential and retail store section. Other parts of the fairgrounds will be given over to a convention center. There already is a new office building between the Sunsphere and the Holiday Inn.

The landscaping of the fairgrounds has already made the old gulch such an inviting vista that whole neighborhoods of old homes are being rebuilt and new town houses are going up. Overall the fair is generating a face-lift of Knoxville that is likely to endure for many years.

"It's urban development by the back door, if you will," explains Wayne Lemmon of Economic Research Associates. Lemmon is serving as a consultant to the fair. "A fair offers a city like Knoxville another way to go about urban renewal and to get it done all at once."

The Impact on the Region

Lemmon's firm projects 11 million gate admissions to the fair. "That's not too ambitious," Lemmon estimates, "considering that there are some 72 million people within a day's drive of Knoxville."

Even though there is no way to quantify the fair's economic effect on Appalachia, Lemmon is confident it will be substantial. "Most fairgoers will come by car, and they'll have to stay overnight, eat meals and buy gas along the way," Lemmon reminds us.

"And when they see a lot of nifty places like the Blue Ridge and the Smokies, they'll want to visit another time, so the increase in tourism is bound to carry over into succeeding years," he adds.

It's estimated that some 600,000 fair admissions will be bought by overseas visitors, most of whom will be seeing Knoxville for the first time. Such visits are bound to foster interest in Knoxville and the Appalachian Region far and wide.

Not that the area around Knoxville is unknown. Just outside Knoxville, Alcoa has the world's biggest integrated aluminum smelting and fabricating facility. Nearby too are N.A.P. Consumer Electronic Corporation, a subsidiary of North America Phillips, and A.E. Staley Company.

While economic development of the area around Knoxville is not linked directly to the fair, development efforts have increased recently. They will expand even more when TVA transfers title of land around its Tellico Dam hydroelectric project to the Tellico Industrial Authority, which represents parts of Blount, Loudon and Monroe counties. The transfer will make property available for both industrial and recreational usage. The TVA's Tellico project achieved fame when court action by conservation groups, who said that the dam threatened the survival of the snail darter, blocked construction.

"As people come to the fair from other states and other countries, they'll see the development potential," insists James H. Tucker, a former staffer of the Appalachian Regional Commission, who is now serving as the fair's director of economic development.

Minority Participation Assured

Turning to the fair itself, Tucker points out that fair organizers, concerned that minorities share in the benefits, set as their goal a 14- to 20-percent minority participation in fair contracts.

But where would the average person, black or white, get the money to invest in the fair? The cost of installing even a small 500-square-foot concession stand can run as high as $100,000. And how would that small investor suddenly acquire the managerial know-how to run a small business?

To meet these twin problems and make it possible for the "little guy" to invest in the fair, the Greater Knoxville Economic Development Corporation (GKEDCO) came up with a solution. GKEDCO had been organized for just such challenges, to develop jobs and businesses for blacks. Through GKEDCO a limited partnership of black investors called "Concessions Limited" was formed.

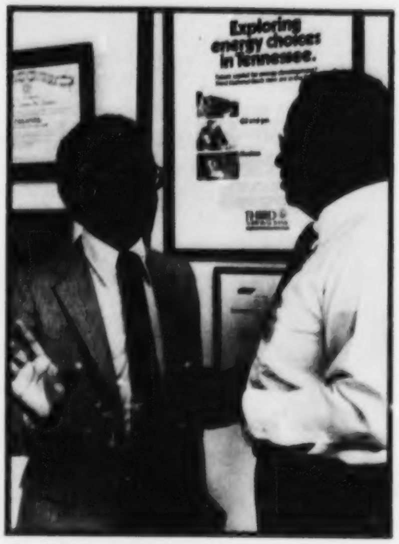
The partnerships came in $2,500 and $5,000 units. But in some cases church or community groups purchased units jointly to make it possible for an individual with as little as $250 to get in on the action.

The food stands called "Kuntry Kitchen" have down-home decor and food for sale including such dishes as fried chicken, roughhouse fried potatoes, beans and corn bread. One stand features sweet treats such as home-style cobblers, cookies, cakes and ice cream.

Blanton Owen and others have pointed out that Appalachians will benefit directly from the fair. Commenting on the economic effects of bringing in mountain musicians and entertainers, Owen points out: "You're putting a lot of cash in the hands of a lot of Appalachian people who wouldn't get a nickel out of this fair any other way."

Owen and his colleagues have gone to exceptional lengths to make the folklife festival authentic and representative. In one case, they have been trying to locate the so-called "Lost Kentuckians"—children, now middle-aged, of natives of east Kentucky and southwest West Virginia who migrated to urban areas in Ohio to find work. The music of Ralph Stanley is patterned on their music.

A Fair Profit


Exploring energy choices in Tennessee.

Egon Weck

Marvin E. Peek (left), director of African and Afro-American Studies at the University, and James H. Tucker, the fair's director of economic development.

Boosters of the Knoxville International Energy Exposition boast that it will be the first U.S. world's fair to make a profit. They expect the fair's receipts to total $120 million and leave a surplus of $10 million. In a way, that surplus has already been spent because Knoxville is counting on it to finance its plans for the fairgrounds after October 31 when the fair closes.

While the fair's critics call the $120-million gate too optimistic, there's a good chance it may do even better. Economic Research Associates claim that their forecast of 11 million fair admissions, on which this figure is based, is accurate to within plus or minus five percent. So far they think it more likely that they have underestimated actual attendance. As the fair opened, more than 1,500,000 admissions had been sold along with 110,000 season tickets. Advance sales were running ahead of projections.

While the high attendance expected for the opening days did not materialize, neither have the traffic jams and overcrowding of hotels and motels predicted by critics of Knoxville. So the many who plan trips to the Knoxville fair during vacation season have no reason to be discouraged from going.

Egon Weck is a communications consultant in Falls Church, Virginia.

Getting There Can Be Half the Fun

While people will be coming to the 1982 World's Fair from far and wide, most will start from within an easy driving radius. Fortunately for those motorists, the way has been paved by three interstate superhighways. Some $225 million has been spent to make the interconnection at Knoxville painless. Fair visitors have only themselves to blame if they don't have fun along the way.

Visitors driving to the fair will be passing through Appalachia. Who is to say which are the choicest attractions in all the Region? In any case, some are within an easy drive of Knoxville itself. For example, 9.2 million Americans can't be wrong about Great Smoky Mountains National Park. That's how many visit it each year to make it the most popular national park in the country. Some fairgoers may opt to stay in Gatlinburg, Tennessee, 39 miles southeast of Knoxville via U.S. Route 441, to be at the gateway to the park.

Visitors to the Smoky Mountains park can view the misty hills of the park, including Clingman's Dome, whose 6,643-foot summit makes it the highest mountain in Tennessee. They can hike and commune with a verdant Mother Nature to their heart's content. Or they can visit the Oconaluftee Indian Village, a replica of a Cherokee Indian settlement of 250 years ago, or the Museum of the Cherokee Indians. Both are found near the tiny village of Cherokee near the Blue Ridge Parkway.

From the East

Easterners can coast down their Boston-Washington megalopolis on Interstate 81 almost without stopping for a traffic signal, but they won't see too much. A more squiggly but vastly more scenic and interesting way to go is via the Skyline Drive and the Blue Ridge Parkway, which parallel the Interstate to the east. Off the main parkway many hiking trails lead to lofty peaks and gladed waterfalls, rustic overnight accommodations with all the modern comforts and campgrounds that fill up early in the day during the vacation season. To seek out just one of the intriguing spots that travelers miss, try stopping at "Peaks of Otter" just off the Blue Ridge Parkway near Lynchburg, Virginia. From the Otter Camp Station it's a half-hour walk to a farm that is still being cultivated as it would have been in the twenties with its Appalachian farmhouse and outbuildings just as they were.

A number of lakes (Cave Run and Carr Fork in Kentucky; South Holston, Watauga, Cherokee, Douglas and Norris in Tennessee) to the east of Knoxville offer boating, fishing, swimming and other water sports, with boats and other equipment available for rent in many communities.

Bill Kuykendall

Kentucky's Carter Caves State Park, about 30 miles southwest of Ashland, is one of the parks well worth a visit en route to the fair.

Near Asheville on the parkway is the ARC-assisted Folk Art Center, founded two years ago to preserve and nurture native crafts, music, dance and other arts. Operated jointly by the Southern Highland Handicraft Guild and the National Park Service, the center offers an exhibit area, a craft shop, a library and an auditorium where folk music, dance and tales of the area may be enjoyed daily.

The parkway terminates at Asheville, North Carolina, boyhood home of writer Thomas Wolfe. Nearby is Biltmore House, a 225-room mansion set on 12,000 beautifully landscaped acres.

More to the southeast is North Carolina's Raleigh-Durham area. In Raleigh, visitors can view the Greek-revival-style state capitol, the North Carolina Museum of History and its Museum of Art, several parks, three colleges and a university and other worthwhile stopping places such as Greencroft Botanical Gardens, which boast more than 1,000 species of wild flowers.

In Durham, not to be missed are the Sarah P. Duke Gardens on the grounds of Duke University.

Kenneth Murray

The Museum of Appalachia in Norris, Tennessee. (RIGHT) A cheese press and whey crock, among the pioneer articles at the museum.

From the North

An approach to Knoxville from the north takes the traveler through Kentucky's bluegrass country. Along the way you can visit the 1909 Boone Tavern Hotel in Berea, and be waited on by students who attend nearby Berea College. At the college you can watch students make baskets, linens, furniture and other craft items as part of the college's student craft industries. The school's Appalachian Museum stays open every day of the week; there is also an Appalachian Book and Record Shop. There are two other outlets for Appalachian crafts, both cooperatives, in Berea: Appalachian Fireside Crafts and, in the old train station, MATCH.

On U.S. 25E, about 80 miles northeast of Knoxville, lies the Cumberland Gap National Historical Park, straddling three states and offering panoramic views. The gap was important in pioneer days in the movement westward and was fought over in the Civil War.

Closer yet to Knoxville, just north of the city at Norris, is the Museum of Appalachia. There educator John Rice Irwin has dedicated a lifetime to collecting Appalachian cabins, churches, barns, and workshops on 75 acres; he has filled his buildings with some one million authentic pieces of Appalachian furniture, clothing and tools and other artifacts. Aficionados of Appalachia like Blanton Owen consider Brown's museum to be the best and most authentic of its kind. "It's a 'must' for anyone interested in Appalachia," Owen says.

Kathy Bryant

Whitewater rafting (here, on North Carolina's French Broad River) is an exciting outdoor activity available on many Appalachian streams.

From the South

Again from the south there are Interstates that lead to Knoxville. Interstate 75 runs from as far south as Tampa, Florida; farther to the west, I-65 comes up from Mobile, Alabama, via Montgomery and Birmingham, switching to I-59 in Birmingham and joining I-75 in Chattanooga, Tennessee.

Those who start along I-75 can, instead, follow Georgia 400 and then U.S. 19/129 to see something of the Chattahoochee and Nantahala national forests. Along that route lies Dahlonega, Georgia, a gold rush town of the 1820s. Driving on takes you to some of the remotest back country in the East. You'll be crossing the Appalachian Trail before getting to the village of Blairsville. And if you have time for a detour east on U.S. 76 out of Blairsville, stop to see or hike up 4,784 feet to the top of Brasstown Bald, the highest mountain in Georgia. In Brasstown, visit the John C. Campbell Folk School, where deep in the woods you can watch workshops where homesteading skills and traditions are taught. Sixteen miles farther north on U.S. 19, another detour, this time west on U.S. 64, takes you to Cooper Basin, where you will suddenly run into desertlike country. At Ducktown you can visit a mining museum.

Retracing your drive on U.S. 64, which turns into U.S. 19/129, will take you through the Nantahala River gorge and some of the most exciting whitewater in the South. Rafts, canoes and kayaks can be rented at the Outdoor Center at Wesser, North Carolina. If you would rather spend your time at a family resort, drive on a few miles to Fontana Village and stay to enjoy a variety of summer sports.

By opting for I-75 out of Atlanta, you can visit the sites of some famous Civil War battles. One is the national military park at Chickamauga. In Chattanooga you can continue sightseeing on Lookout Mountain, where the Battle Above the Clouds of 1863 was fought. A visit to the nearby Confederama will serve to explain what happened in these historic battles.

Between Chattanooga and Knoxville are two excellent rafting rivers. Choose the Ocoee for whitewater excitement or the Hiwassee for a calmer trip. Trips can be arranged at local outfitters.

From the West

Fairgoers driving along I-40 from the west will want to stop in Music City, U.S.A., and the Grand Ole Opry in Nashville. There western and southern country music were melded into country western.

Farther eastward on I-40, stay overnight in Edgar Evins State Park on a lake surrounded by the foothills of the Cumberland Mountains. You can camp or rent a cabin.

Twelve miles farther east near Smithville is the Joe L. Evins Appalachian Center for Crafts. Crafts are sold in the sales gallery seven days a week; on weekdays you can often watch craft classes in progress.

Not very far from Knoxville's western city limits is Oak Ridge, where the uranium for the first atomic bombs was extracted in great secrecy during World War II. The public is invited to visit the American Museum of Science and Energy, the first museum devoted to the peacetime uses of atomic energy. It also has exhibits and demonstrations of many other types of energy.

Kenneth Murray

Appalachia and the Rural Experience

By Albert P. Smith, Jr.

Kenneth Murray

Just before starting to work in Washington for the Appalachian Regional Commission (ARC), I confided to the writer and social critic Harry Caudill that I expected my appointment to be criticized by Appalachian activists—including some we might call "professional Appalachians"—on the grounds that I was not from the Region.

"That is all right," Harry reassured me. "You've had the rural experience—that's what counts."

Now that my service with the ARC is nearly finished, it seems that most issues I was to encounter in Washington had appeared earlier as local problems to write and comment on when I was a country editor on Main Street back in Kentucky. From this viewpoint, Congress could be seen as a more complex form of a Kentucky fiscal court. The basic question usually came down to "who gets the rock?"

As a useful simplification, I hold this conclusion on the same level with the late Allan Trout's advice to a younger *Courier-Journal* reporter covering state government: "Watch the fellow who signs the checks."

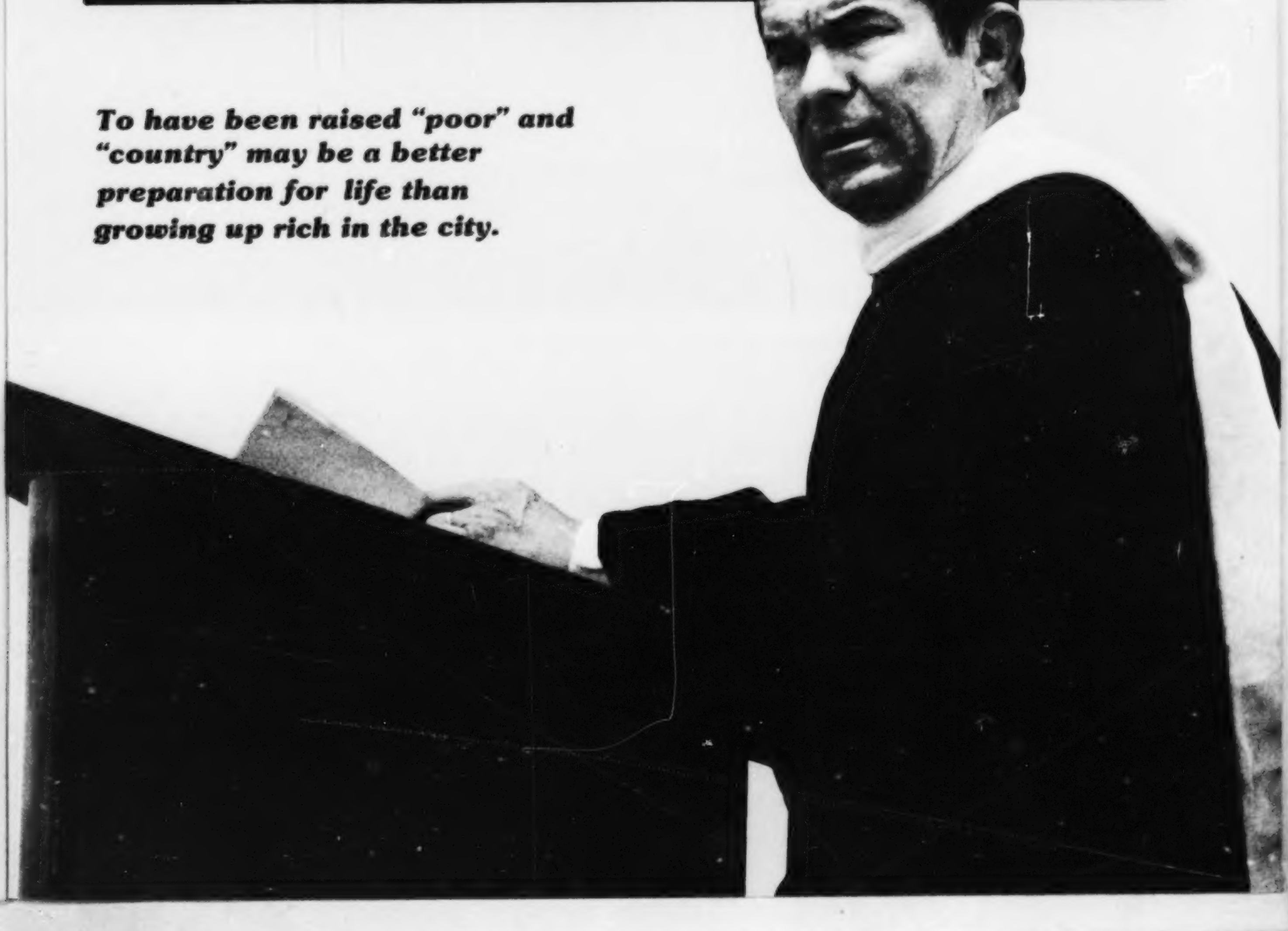
While you are not graduating in the best of times, they are not the worst of times either, and I submit that your ability to cope with the rest of your life has been enhanced by your own rural experience. Let me remind you of just how "country" you are:

ARC Federal Cochairman Smith gave this speech at the May 15 commencement of Eastern Kentucky University.

(LEFT) Whitley County in eastern Kentucky. (BELOW) The town of Hindman, Kentucky. (BOTTOM) ARC Federal Cochairman Al Smith at Eastern Kentucky University's commencement.

Bill Blanton

To have been raised "poor" and "country" may be a better preparation for life than growing up rich in the city.



Most Americans . . . ascribe profound worth to those traditional values associated with rural living.

Kenneth Murray

(ABOVE) Rural eastern Kentucky. (RIGHT) Jenny Wiley State Park near Prestonsburg.

- In the fall of 1981, of 13,000 students enrolled in Eastern Kentucky University, 6,000—or 43%—came from Appalachian counties.
- Fifty-one percent were from towns of less than 10,000 people.
- Seventy-seven percent were from towns of less than 50,000.
- Forty-four percent graduated from high schools smaller than 200 students.
- Fifty-eight percent were from families whose income is less than $20,000 per year.

(Student financial assistance is very meaningful to Eastern Kentucky University students. You are not only "country"—you're also a little "poor.")

To have been raised "poor" and "country" may be a better preparation for life than growing up rich in the city. Living close to fields and streams and animals and trees, you have seen God's hand in nature. You have learned to respect elemental forces beyond your control and to admire man's wise and loving use of nature's bounty.

You may not be as cunning as the quick child who survived the mean streets of the urban ghetto, but you have come to graduation today with a sense of yourself and others and an awareness of "place"—geographical, historical and human place—that is counted by most Americans as a great blessing. This is the majority that opinion polls show would like to live in small towns or

Kenneth Murray

Eastern Kentucky University

Located in Richmond, Kentucky, a community of 25,000, Eastern Kentucky University is situated 25 miles south of Lexington, at the point where the Blue Grass region meets the foothills of the Cumberland Mountains. The university, founded in 1906, was originally a teachers' college. Today it is a part of Kentucky's system of regional universities and has nine academic colleges and a graduate school. It offers its 14,000 students, who represent all of Kentucky's 120 counties, 46 of the 50 states and 38 foreign countries, more than 300 programs and options leading to degrees, from associate (two-year) through baccalaureate (four-year) to doctoral degrees. Programs in coal-mining administration, business, law enforcement, industrial and technical education, allied health and nursing and public service reflect Eastern's commitment to adapting its educational offerings to the particular needs of its area.

Jan Faul

(ABOVE) Near Pine Mountain. (OPPOSITE) A farm in Whitley County.

rural areas. They ascribe profound worth to those traditional values associated with rural living—the church, family, school and neighbors.

On the other hand, those of us from the hills and mountains of eastern Kentucky know some stanzas that go unsung, when our city cousins hymn their yearning for the pastoral life. These are the verses that would speak of the dark side of Appalachia. And the effects of two centuries of neglect, exploitation and isolation on the soul and body and pocketbook of its people. You know the words, but they either encouraged you or scared you into an education. They did not become a funeral lament for lost ambition.

You were fortunate to find your way to this particular school, which emphasizes training for jobs for tomorrow rather than placement positions for obsolescent industries, and crowded occupations of yesterday.

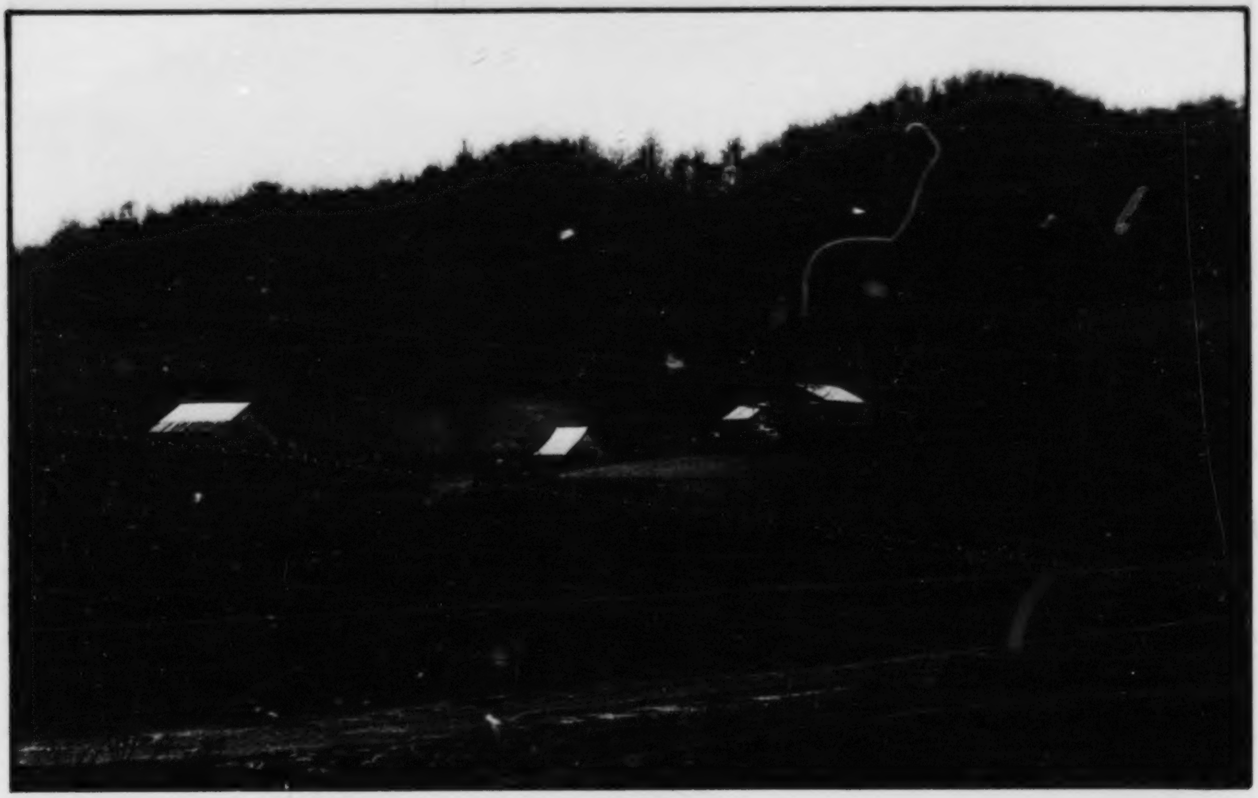
I realize that you are graduating at a time when fear and caution seem to be eroding the confidence and courage which have been characteristic of Americans, particularly young Americans. But the ability to survive "boom and bust," the up and down cycles, is a special strength of your regional heritage.

The best advice is to find mentors—teachers—who by their own lives demonstrate commitment and courage. Seek out the role models—most successful people pattern at least a portion of their careers on the examples of others. By now you probably cherish the friendship and assistance of one or more classroom teachers, but it is time to look beyond academe.

The hills hold such people. They are miners, farmers, nurses, small businessmen and women, preachers, foresters, and yes, even journalists, lawyers and politicians. They may hold prosaic everyday jobs, but they are distinguished by commitment and courage. Compassion is another attribute that is usually in evidence.

In Appalachia especially, these are the people to whom we must look for new ideas and leadership. These are the people with whom you must associate inside a circle of your neighbors, friends and family—

A role of the Appalachian development foundation will be to identify young leaders of promise and connect them with older leaders who have some experience in coping with our historic regional problems.



Kenneth Murray

that circle of approving eyes which inspires us to reach the potential that God gave us.

Fifteen billion dollars and 15 years of special federal and other government efforts invested in our Appalachian Region have created opportunities that ARE measurable, no matter how much critics of these programs protest to the contrary. I have not found one leader in all of Appalachia willing to turn back a single classroom, a health clinic, an inch of pipe or a foot of road to the ARC.

But our experiment that we call the ARC seems destined to end within a few years—with many of Appalachia's needs still unmet.

With national priorities changing, our regional governors have asked me to help them plan an Appalachian development foundation that will bridge the gap between the old efforts and new approaches.

Already it is clear that there will be no funds in the new foundation of a magnitude sufficient to provide a replacement for the massive investments in infrastructure made by the ARC. Changes in the corporate tax laws have reduced the incentives for those reinvestments of big business profits by absentee landlords in Appalachia that Harry Caudill and others have advocated. And it is impossible for other foundations already in existence, which gave $2.6 billion last year, to close the gap created by reduced government spending on social and economic welfare.

The President believes his economic program will have a long-range recovery effect. While this assumption is being tested, we who live at the grassroots must count on the ingenuity of our children to help correct the deficiencies and mistakes in the world we have given them.

A role of the Appalachian development foundation, as I envision it, will be to identify young leaders of promise such as members of this class of graduates, and connect them with older leaders who have some experience in coping with our historic regional problems. I suspect that the foundation will focus on one or

Jan Faul

two central issues, such as jobs and education. In the words of one of our state's wise men, Barry Bingham, Sr., who has been advising us on ideas for the foundation, we would try to persuade the 13 governors "to strike as 13 clocks together."

This is an exciting prospect. It calls for commitment and courage—the very qualities that have carried you to the significant achievement that we celebrate today.

I invite you to become a partner in the new adventures that beckon all of us who still dream and work for a better life in rural America.

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Appalachian Adult Literacy Programs Survey

This survey of adult learning programs in the Region, conducted by the Appalachian Educational Laboratory under a contract for the Appalachian Regional Commission, covers literacy programs in Appalachia that teach basic reading and mathematical skills to adults (16 years and older) who are not attending school and who read at a fifth-grade or lower level.

Volume I summarizes responses from all 13 Appalachian states to the survey on the following topics: descriptions of programs; placement, progress and attendance of students; teaching staff and materials; program organization; administration of programs. This volume also includes a model—a series of questions—designed to help literacy programs evaluate themselves and learn more about how well they are meeting their own objectives.

Volume II lists all programs surveyed.

The two volumes of the survey may be ordered as PB 82181330 from

National Technical Information Service (NTIS)
5285 Port Royal Road
Springfield, Virginia 22161
Tel: 703/487-4600

Price code: paper A 10—$18 (subject to change)
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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF SEPTEMBER 30, 1981

APPALACHIAN DEVELOPMENT HIGHWAYS—*Mileage*	*Corridor System*	*Access Roads*
Construction Completed or under Construction	1,730	719
Engineering and Right-of-Way in Progress	667	80.9

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	12	$ 14.0
Operating Health Projects	796	214.0
Health Construction Projects	221	88.6
Child Development	457	163.7
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.1
MINE AREA RECLAMATION PROJECTS	92	$ 51.6

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	428	$101.6
Higher Education Facilities	242	62.0
Vocational Education Facilities	1,142	364.0
Libraries	166	20.0
Water Pollution Control	1,054	265.1
Airports	153	18.6
NDEA Grants to School Systems	76	7.2
Other	457	99.0
HOUSING PROGRAM		
Project-Planning (Loans)	112	$ 4.1
Site and Off-Site Development	187	15.2
State Technical Assistance	144	8.5
State Housing Agencies	45	30.3
Other	26	5.6

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July-August-September-October 1982

Appalachia

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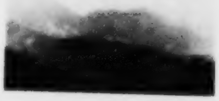

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS
OF REGIONAL DEVELOPMENT

APPALACHIAN REGIONAL COMMISSION

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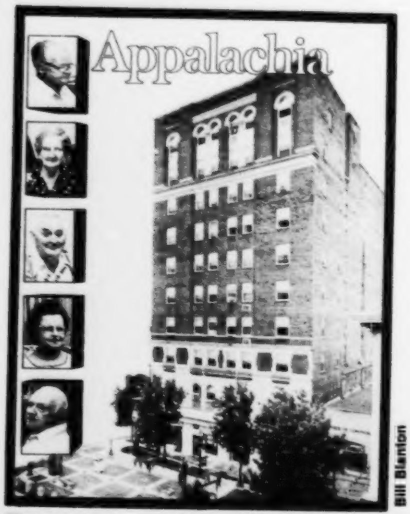
This Month's Cover



Bill Blanton

The renovation of the old Alexander Hotel in Hagerstown, Maryland, now a residence for the elderly, is one sign of the town's revitalization.

ARC Launching Finish-Up Program

Kenneth Murray

On October 1 the Appalachian Regional Commission embarked on a new course, a "finish-up" program based on negotiations between the Appalachian governors and the Congress during the previous year and a half.

The Commission's program will be slimmed down and significantly changed from those the Commission has administered since it was established on March 9, 1965.

Status of Legislation

ARC has been continued beyond the September 30, 1982, termination date by a general "continuing resolution" which will keep federal programs going until December 17 of this year or until specific appropriations are approved for 1983. Language in the resolution approved by Congress and signed by the President will enable ARC to spend during the two and a half months at the rate of $95 million a year for its highway program and $50 million for its area development programs. The House Appropriations Committee report, a basis for the continuing resolution, states that "in the absence of final legislative action and approval by the President, the Committee feels constrained to continue on the course begun in fiscal year 1982 to phase-down ARC programs over a period of time."

The finish-up program proposal was prepared by the Appalachian governors because Congress, in the summer of 1981, responding to indications that political factors would require changes in ARC activities, asked for Commission recommendations to complete the Appalachian Regional Development Highway System and finish up its area development program in three to five years.

Following their December 1981 submission of recommendations to Congress, the Appalachian governors in February and July meetings this year and in several Congressional hearings refined their finish-up proposals.

Legislation passed in the House of Representatives last August by a 281 to 95 bipartisan vote would implement the program recommended by the governors. Earlier, however, the Senate had passed a bill which would extend ARC for only one year and authorize funding of $150 million, half the amount authorized for 1983 by the House. Differences between the House and Senate bills were not resolved prior to Congressional adjournment, and the extension of ARC was set instead as a part of the general continuing resolution covering a number of other agencies as well as the Commission.

In cases where the Senate and the House have passed different bills applying to an agency, as they have in the case of ARC, the continuing resolution calls for application of the more restrictive provisions of the two bills.

The photograph above, which appears on the cover of the Appalachian governors' "Report to Congress," shows the Appalachian Mountains along the North Carolina-Tennessee border.

JOHN Y. BROWN JR

Ann Hawthorne

(ABOVE, left to right): At the July ARC meeting: Former ARC Federal Cochairman Albert P. Smith, Jr.; ARC budget officer Dennis Boyd; Ralph Widner, first ARC executive director, who discussed his experiences with foundations in recent years; ARC States' Cochairman Governor John Y. Brown, Jr., of Kentucky; Rush Dozier, Jr., Governor Brown's ARC alternate.

Finish-Up Program Changes

In most of the 397 Appalachian counties, projects will now be funded by ARC only under its jobs and private investment program. Applicants for ARC assistance under this program will be required to provide assurances of private-sector job creation, or retention, or of resultant new private-sector investments, such as, for example, private financial contributions, assistance from firms to upgrade jobs skills, or private-sector participation in programs to enhance the area's competitive attractiveness.

In addition, special assistance is available under the new ARC distressed counties program to 67 counties selected on the basis of low per capita income, high unemployment, pervasiveness of poverty and high infant mortality. These counties are eligible for help from an $8.6-million fund (the amount available in fiscal 1983 based on the $50-million area development appropriation under the continuing resolution) which will be used primarily to meet the most severe needs for safe drinking water and affordable waste disposal.

Another fund, $4.5 million, is available this fiscal year under the new health finish-up program to help bring basic health care to 57 counties which now lack it and to help reduce infant mortality in 32 counties which now have rates more than 150 percent of the national average.

Lists of the counties eligible under the distressed counties program and the health program appear on page 6.

ARC assistance to local development districts will be continued but at a slightly reduced level.

Each state will submit a development plan for the finish-up period and

(continued on page 5)

Pizzano Confirmed as New ARC Federal Cochairman;

On September 24 Winifred Ann Pizzano was confirmed by the U.S. Senate as federal cochairman of the Appalachian Regional Commission, and Jacqueline L. Phillips as alternate federal cochairman, following a hearing at which the nominees appeared before the Senate Committee on Environment and Public Works. Ms. Pizzano succeeds Albert P. Smith, Jr., of Kentucky, who had served in the post since 1979.

Ms. Pizzano, who was born in Harrisburg, Pennsylvania, has Appalachian roots through her father's family, natives of Grindstone in Pennsylvania's Fayette County. A graduate of the University of Pittsburgh, Ms. Pizzano has most recently served as deputy director of ACTION, the national

Tommy Noonan

ARC Federal Cochairman Winifred A. Pizzano.

volunteer agency which administers the Foster Grandparent, Senior Companion and Retired Senior Volunteer programs; VISTA; Young Volunteers in ACTION; the Vietnam Veterans Leadership program; the ACTION Drug Prevention program; and the National Center for Service Learning.

Ms. Pizzano went to ACTION from Arthur Young and Company of Washington, D.C., where she was for six years director of health care and social services. Before that she served as executive administrator of the Division of Emergency Medical Services of the Illinois Department of Public Health, where she helped establish a statewide trauma program.

Ms. Pizzano, who has written numerous articles and papers on emergency medical services and techniques, was assistant for health-related programs to Illinois Governor Richard B. Ogilvie in 1971-72. She also acted as a staff member for Representative Robert Michel of Illinois on the House Subcommittee on Labor, Health, Education and Welfare Appropriations.

Tommy Noonan

ARC Alternate Federal Cochairman Jacqueline L. Phillips.

In her testimony before the Senate committee, Ms. Pizzano stated that she intended to "take a personal interest in improving the health of Appalachian families" and hoped to increase the number of health professionals in the Region. She also expressed a particular interest in efforts to improve literacy and basic educational skills in the Region.

Phillips New Alternate Cochairman

Mrs. Phillips, who until her appointment as alternate federal cochairman was a program and political consultant for the National Foundation of Republican Women, has been active in Republican women's organizations for many years. She was a delegate to the 1980 Republican National Convention and deputy executive director of the Maryland Reagan-Bush campaign. She was membership chairman of the Maryland Federation of Republican Women in 1979-81. She has also worked actively with a volunteer community development program providing parent education in health and child care.

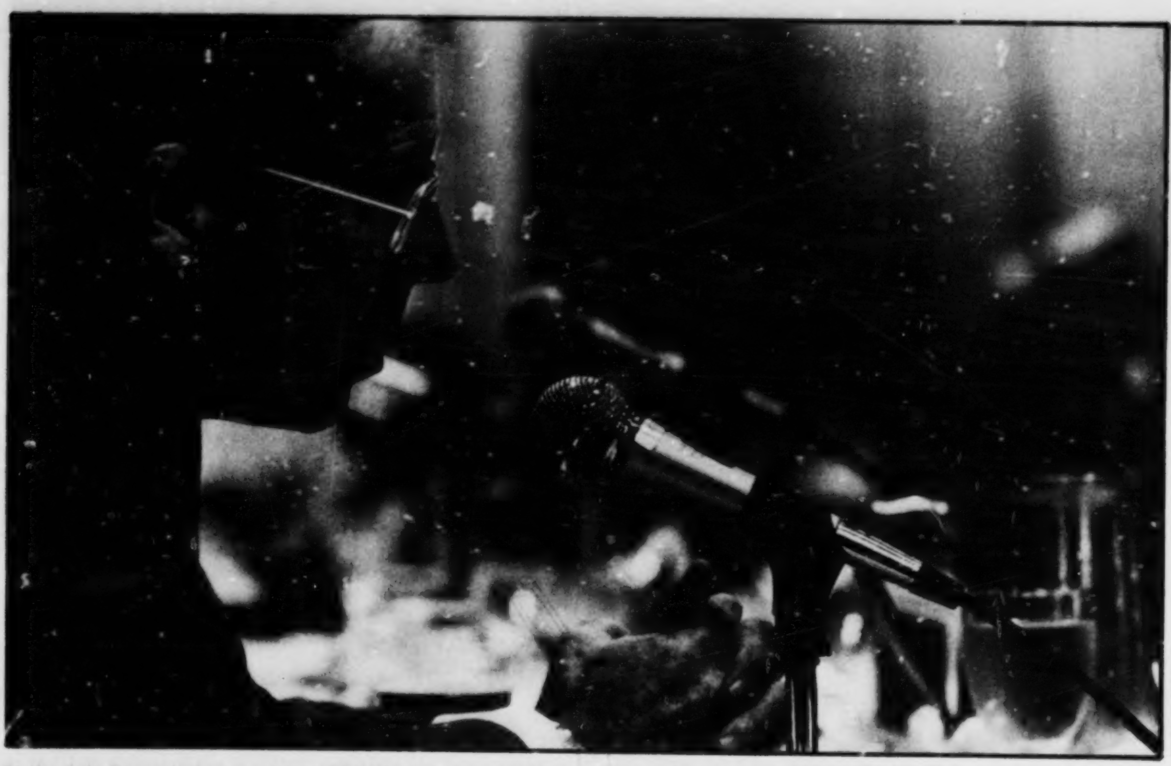
A native of Washington, D.C., Mrs. Phillips attended Madison Women's College and the University of Maryland. She is married and has four children.

In her testimony, Mrs. Phillips stressed her belief that "the integrity of the existing ARC programs . . . should be protected."

Tommy Noonan

(LEFT) Ms. Pizzano, introduced by Senator John W. Warner of Virginia, testifies at her Senate confirmation hearing before (RIGHT) Senator Robert T. Stafford (left) of Vermont, chairman of the Committee on Environment and Public Works, and Senator Jennings Randolph of West Virginia, ranking minority member and former chairman.

Tommy Noonan



Ann Hawthorne

At the July Commission meeting: (ABOVE) Governor William Winter of Mississippi, ARC states' cochairman-elect for 1983. (BELOW, left to right) Governor Richard W. Riley of South Carolina, Governor Lamar Alexander of Tennessee, Governor Charles S. Robb of Virginia and Governor John D. Rockefeller IV of West Virginia. (OPPOSITE) Governor James B. Hunt, Jr., of North Carolina.

Ann Hawthorne

"I do not intend, very frankly, to preside over the total dismantling of ARC. The concept is too important, not only to the Region, but to the country."

–Governor Winter

(continued from page 2)

update it annually to reflect changing circumstances. Under the health finish-up program, however, the states will work with ARC to shape a region-wide program targeted to fill in gaps to attain a basic Commission goal: basic health care within a reasonable distance in even the most isolated parts of Appalachia.

The ARC highway program will also be cut back sharply under the proposed finish-up program, down from 3,033 miles at a cost of $7 billion in federal funds to a 2,351-mile system at a cost of $2.27 billion. The continuing resolution provides funding for 1984, however, of only $95 million, considerably below the $215 million requested by the governors in their finish-up proposal.

The proposed highway funding level allowed for completion of only those segments within each state which carry the highest overall traffic, contribute most to regional economic development, eliminate the most restrictive gaps, carry the most coal and complete the most critical state line crossings. With the continuing resolution indicating a 1983 funding level of only 44 percent of the requested amount, work on even highest-priority segments will be delayed at best.

Representatives of the 13 Appalachian governors met with ARC federal and Commission staff on September 21 to discuss implementation of the kind of 1983 program deemed most likely to emerge from Congress and be acceptable to the Administration. With the Congressional action indicating there will be an ARC program through September 1983, individual state plans are now being shaped.

While some aspects of the reshaped ARC programs are uncertain, some versions were clearly set by a combination of the finish-up program policies, the House and Senate authorization bills (S. 2144 and H.R. 6100) and the continuing resolution:

1. No ARC area development grants will exceed 50 percent of the total project cost.
2. A number of projects previously supported by ARC funding will no longer be eligible, including libraries, cultural centers, recreation facilities, construction of schools, hospitals, and government office buildings; construction of community centers or social services facilities, except for primary care facilities under the health finish-up program, facilities under the distressed counties program and facilities for industry-related child care under the jobs and private investment program.
3. Operational grants will be limited to start-up and the first year of operations. (For further details on the finish-up program see "Appalachian Governors Propose Finish-Up Program for ARC," November-December 1981—January-February 1982, *Appalachia.*)

After her Senate confirmation hearing, Federal Cochairman Winifred A. Pizzano said, "The program changes, lower funding levels and uncertainties about what is to happen after December 17 mean that all of us—the local development districts, the Appalachian governors and their staffs and those of us representing the Administration—are going to have to be adaptable, imaginative and cooperative with one another. We have to find ways to make fewer federal dollars go further and find more non-federal dollars wherever we can."

"Almost everything we do this year will have to be done in a new way," says ARC Executive Director Francis E. Moravitz; "so more hard work and more patience than ever are going to be needed throughout the ARC federal-state-local systems."

In anticipation of the legislative action to continue ARC beyond September 30, policies were set for the finish-up program in a July 28 gubernatorial level Commission meeting. While accepting a finish-up program as a political necessity, present ARC States' Cochairman John Y. Brown, Jr., of Kentucky, and his successor for 1983, Governor William Winter of Mississippi, both expressed during the meeting a determination to find a way to keep

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some version of ARC beyond the finish-up period.

As one action to assure continuity of the ARC program, the governors voted during the July meeting to establish the Appalachian Development Foundation to foster economic development in the Region during and after the finish-up period. Expressing support for the foundation idea, States' Cochairman-elect Governor William Winter said, "I do not intend, very frankly, to preside over the total dismantling of ARC. The concept is too important, not only to the Region, but to the country."

Distressed Counties

Alabama
Bibb
Clay
Coosa
Lawrence
Pickens
Randolph

Georgia
Dawson
Towns
Union

Kentucky
Bath
Carter
Clay
Clinton
Jackson
Knott
Lawrence
Lee
Lewis
Lincoln
McCreary
Magoffin
Menifee
Morgan
Owsley
Powell
Russell
Wolfe

Mississippi
Benton
Kemper
Marshall
Noxubee
Tippah
Webster
Winston

North Carolina
Cherokee
Jackson
Swain

Ohio
Adams
Pike

Pennsylvania
Sullivan

Tennessee
Campbell
Claiborne
Clay
Cocke
Cumberland
Fentress
Grundy
Hancock
Jackson
Meigs
Overton
Pickett
Scott

Virginia
Lee

West Virginia
Braxton
Calhoun
Clay
Gilmer
Lincoln
McDowell
Mingo
Pendleton
Pocahontas
Roane
Summers
Taylor
Webster

Health Finish-Up Areas

Counties Eligible for Primary Care Projects

Alabama
Cherokee
Walker
Winston

Georgia
Banks
Cherokee
Jackson
Walker

Kentucky
Garrard
Greenup
Knox
Laurel
Montgomery
Owsley
Rockcastle
Russell
Whitley
Wolfe

Mississippi
Choctaw
Clay
Lowndes
Prentiss
Tishomingo
Union

New York
Chenango
Steuben
Tioga

North Carolina
Yancey

Ohio
Carroll
Monroe
Pike
Vinton

Pennsylvania
Bradford
Clinton
Crawford
Erie
Fulton
Juniata
Mercer
Monroe
Montour
Sullivan
Wayne

Tennessee
Jackson
Polk
Van Buren

Virginia
Bath
Floyd
Russell

West Virginia
Calhoun
Clay
Gilmer
Hampshire
Jefferson
Mineral
Pendleton
Randolph
Upshur

Counties Eligible for Infant Mortality Reduction Projects

Alabama
Chambers
Cherokee
Lawrence
Winston

Georgia
Banks
Dawson
Heard
Murray
Towns

Kentucky
Bell
Clinton
Lewis
McCreary

Mississippi
Lee
Lowndes
Noxubee
Oktibbeha
Tippah
Webster

Tennessee
Fentress
Meigs

Virginia
Bland
Buchanan
Giles
Russell

West Virginia
Ohio
Pendleton
Pleasants
Pocahontas
Roane
Tucker
Upshur

Alexander House: A Landmark to Be Proud of Again

By Bill Blanton

There was a time, in the early days of the century, when any town or small city worth its charter had a downtown hotel that was the civic, social and commercial center for the community. It was the staying-over place for tourists and commercial travelers who came into town on passenger trains, it was the meeting place for community organizations, it was the site of the most glittering social events, and it was the focal point for commercial activity in the downtown trade center.

That's no longer true in most small municipalities. Automobiles have long since replaced passenger trains as the primary mode of transportation for tourists and commercial travelers alike. Motels on major highways on the outskirts of town draw most of the overnight travelers. Many retail businesses and other commercial outlets have deserted urban areas for the suburbs. And few cities today can claim that they are the sole center for civic activity in the region around them.

The Main Street hotels are gone, for the most part, either torn down to make way for parking lots or other manifestations of the contemporary downtown, or abandoned, left to decay because owners could no longer find ways to make them commercially viable.

The disappearance of the hotels has been mirrored by changes in the inner city itself. As people and capital have migrated to the suburbs, cities have declined as centers of trade and commerce. Buildings that once contained retail outlets are now empty shells. Homes that once housed middle-class families have been remodeled to serve as low-rent apartment houses or simply abandoned.

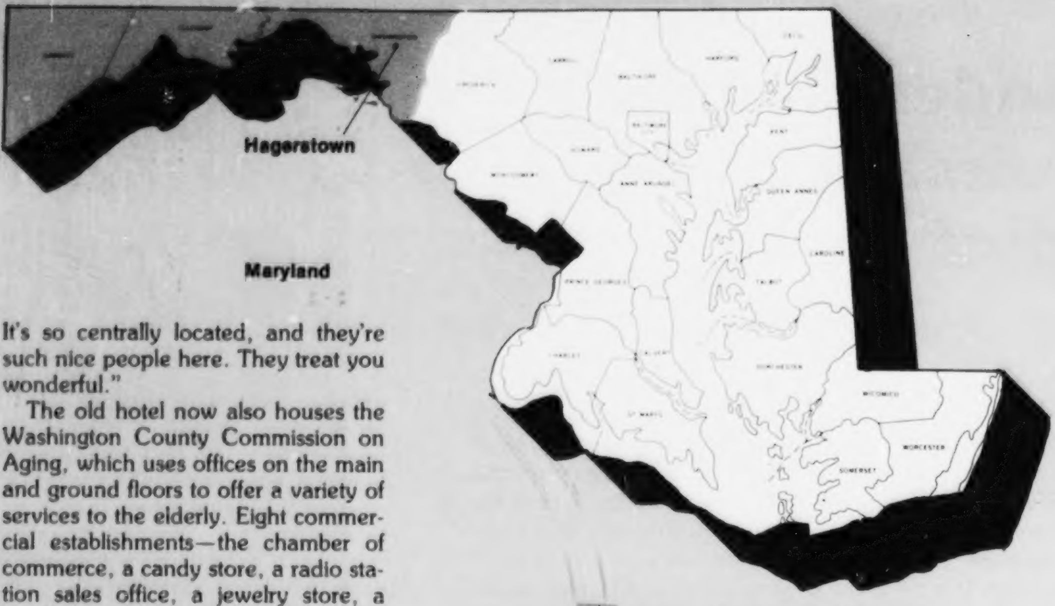
The Appalachian Region may have more than its share of this pattern of decline because of the early and close dependence of many of the Region's communities on railroads.

Bill Blanton

Six years ago Hagerstown, Maryland, had an empty eleven-story eyesore in the middle of its central business district challenging the efforts of the town to revitalize its downtown area. The decaying former Alexander Hotel, a landmark in the town and once the center of social life, was giving out all the wrong signals.

Today 94 comfortable apartments in the renovated Alexander House are home to over 100 elderly tenants, most of whom feel just as 86-year-old Roy Harper does. The former carpenter and handyman, who sold his house when his wife died and now lives in Alexander House, says "I don't see where anyone could have complaints.

Bill Blanton is a freelance writer and photographer.


Location of Alexander House

It's so centrally located, and they're such nice people here. They treat you wonderful."

The old hotel now also houses the Washington County Commission on Aging, which uses offices on the main and ground floors to offer a variety of services to the elderly. Eight commercial establishments—the chamber of commerce, a candy store, a radio station sales office, a jewelry store, a trophy store, a television studio, a hairdresser's shop and a stockbroker's office—are located there too.

The story of the revival of Alexander House is part of the larger story of how municipal officials in Hagerstown, a small city in Appalachian western Maryland, have developed innovative strategies to prompt the revival of the downtown as a commercial and civic focal point. Appalachian Regional Commission (ARC) funds and other federal grants have been used to good advantage to stimulate investment by the private sector, and the renovation of the old hotel has been central to the revitalization effort in the redevelopment process.

The Decline

Hagerstown is a city of approximately 35,000 persons in the western Maryland panhandle between West Virginia and Pennsylvania. The county seat of Washington County, it was once called the "Hub City" because it was the junction point for five railroads and was located on route 40, the coast-to-coast highway. Hagerstown was a thriving commercial center from the turn of the century until the decade after the Second World War. It was also the financial center for western Maryland and important to the immediately adjacent areas of Pennsylvania and West Virginia.

After World War II, as automobiles and trucks began to replace railroads as the prime carriers of people and freight, and as cities generally began to lose population and capital to the suburbs, the central business district in Hagerstown began to decline. Families moved out of the city and into once rural areas of the county. Businesses followed their lead, and for the first time that anyone could remember, there were vacant storefronts in the downtown.

The area was still prosperous—Hagerstown today remains a transportation center, located as it is at the

Former Mayor Pat Paddock in the renovated public square.

intersection of Interstate highways 81 and 70. Washington County is also a center for heavy industry.

Nevertheless, the plight of the city was serious enough to arouse concern in the business community.

What was happening to Hagerstown was also happening to one of its major landmarks, the Alexander Hotel, an eleven-story building in the heart of town on the public square.

The Alexander Hotel opened its door in 1929 and for the next twenty years was the center of social life in the city. But the decades of the 50s and 60s brought hard times. As the city began to deteriorate, so did its grand hotel. First, the coffee shop ceased operations and became the office for the chamber of commerce. Then, the owners began to close some of the floors. Finally, the hotel went completely out of business. The only things left were a television studio in what had once been the ballroom and five commercial establishments on the ground floor. Above, the building was stripped of all furnishings and left to decay. Neglect caused further deterioration, and the upper floors became the home of what one city official later jokingly estimated to be "seven million" pigeons.

Renovation Begins

Then, in 1974, something happened to spur downtown businessmen to cooperate to reverse the downward trend. A shopping mall was constructed on the outskirts of the city. The impact on the downtown was immediate and severe.

"There was some waking up," Pat Paddack, a local realtor who was mayor from April 1978 until March 1981, says. Local businessmen "had seen the handwriting on the wall." They were now willing to work together with government to try to turn things around.

Fortunately, the basis for change existed in the form of a study of the downtown area commissioned by the local chamber of commerce and completed in 1973. The study called for the public sector to take the initiative in the revitalization process. That was essential in order to instill investor confidence in the private sector.

All photos in this story by Bill Blanton

Paul Eberhart, manager of Alexander House.

The first step would be to renovate the public square in the heart of town. Next, the plan recommended that the city renovate one block in each direction leading away from the streets from curb to curb, installing new water and sewer connections and repairing other utilities. It was anticipated that these improvements would provide an incentive for businessmen to renovate their properties.

City officials began a massive public information program and fund-raising campaign in 1974. With about $125,000 raised from the private sector and the city contributing $750,000 for utility improvements, the renovated square took shape and was dedicated in the summer of 1975. In 1976 the city began work on the four blocks leading away from the public square. This $1.75-million project is currently nearing completion, with $960,000 coming from ARC and most of the remainder from the Department of Housing and Urban Development (HUD) in the form of an urban development action grant (UDAG) and community development block grant (CDBG) funds.

Other CDBG funds were used by the city to offer architectural services to about 13 stores each year and to make long-term, low-interest loans to homeowners and commercial establishments for renovation. The work done by the city and the private sector made a significant difference in the appearance of the central business district and encouraged other investors to put their money into the area. A major furniture chain, Grand Piano, opened an outlet in one of the renovated blocks leading away from the public square. Two of the city's major banks, Farmers and Merchants and the Hagerstown Trust, renovated their office buildings. The Herald-Mail Company, publisher of Hagerstown's two daily newspapers, built a new $8-million office building a few blocks away from the center of town. In a striking example of public-private cooperation, Government Services Savings and Loan decided in

1979 to build a $1.2-million branch office on Franklin Street, a few blocks away from the public square, on the condition that the city renovate the block to protect its investment. The city responded by applying UDAG and ARC funds to the renovation. That work was completed in 1981, and the renovation has attracted other businesses, in addition to Government Services Savings, to Franklin Street.

Another example of cooperation between government and a variety of interests in the public sector was the renovation of the old Maryland Theatre on Potomac Street, a block away from the public square. The theater converted to a movie theater but closed its doors in 1973 in the general downtown decline. In 1976, two local men, Jack Garrott and Steve Sager, got together and formed Citizens to Save the Maryland Theater, Inc. This nonprofit organization launched a fund-raising effort that raised $225,000 in the community. Other assistance came from the CETA program, the Heritage Conservation and Recreation Trust, and the Maryland Historic Trust. The theater, designated a National Historic Landmark, held a grand reopening on November 4, 1978. Since that time, it has hosted a variety of big-name stars, including Bob Hope, Fred Waring and the Glenn Miller Orchestra. It has also provided a showplace for local organizations and events like the Miss Maryland pageant. Every year the theater now brings into the downtown area about 50,000 people who are potential customers for local restaurants and bars.

New Use for the Alexander Hotel

The work in the square and in the blocks leading away from the center of town had done much to make downtown Hagerstown more appealing. The Alexander Hotel was too conspicuous in the central business district to be allowed to remain the eyesore that it was.

Fortunately, while city officials and merchants were working to revitalize the city, other citizens were concerned about the lack of good housing for the elderly and saw the old hotel as an ideal site for a high-rise apartment building for the elderly. As it turned out, their goals worked hand in glove with the goals of the city fathers.

In 1976, a group began meeting to discuss future plans for the Alexander Hotel. The group consisted of Mayor Paddack; Al Allenback, the director of the local community action agency; Bob Juravich of the city planning department; Annette vanHilst, the Washington County housing coordinator; Lew Stouffer, the director of the Washington County Commission on Aging; and Paul Eberhart, deputy director of the Hagerstown Housing Authority.

The group organized as the Homeowners Foundation Fund and began investigating grant possibilities. Through the housing coordinator's office, a planning grant was obtained from the Maryland Appalachian Housing Fund. Those funds paid for architect's drawings and preliminary work. Later ARC approved a grant of $84,044 to take care of site development. CETA labor, valued at $34,449, was employed on the project, and $60,000 in Older Americans Act funds were obtained to pay for the renovation of part of the hotel as a

Restored storefronts on Franklin Street across from Government Services Savings and Loan.

senior citizens' center. The Board of County Commissioners for Senior Citizens contributed an additional $20,800.

The Homeowners Fund also secured a long-term, low-interest loan from the Maryland Department of Economic and Community Development to purchase the building from its former owner.

The plan was to use the renovated hotel as subsidized housing for the elderly under HUD's Section 8 program. Portions of the old lobby and hallroom would be rented to the Commission on Aging for office space and for the senior citizens' center, and the new owners would continue to rent some of the ground floor space in the hotel out to commercial establishments.

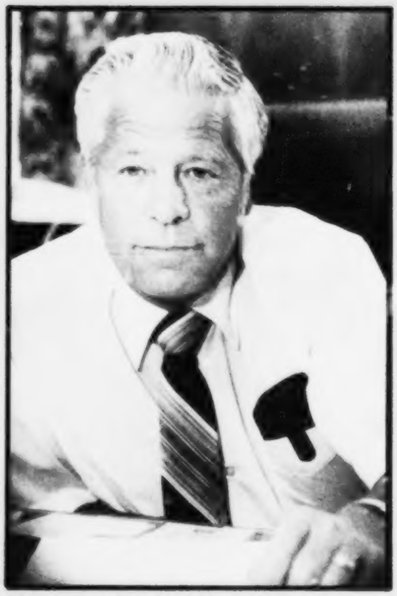
Construction began in the summer of 1978. By August 1979, the Commission on Aging had taken over its new office space, and by the end of that year, the first residents had moved in.

"It's Wonderful Here"

Today Alexander House is an unqualified success. Its 94 units of subsidized housing for the elderly are full—there's a waiting list of about 100 persons for rooms in the building. The apartments, one-bedrooms and efficiencies, all have carpeting, full baths and eat-in kitchens. Laundry facilities and a hobby room are available on the lower floors. As apartments become available, new residents are selected on the basis of greatest need or length of time on the waiting list. Subsidized by HUD's Section 8 program, tenants pay 27 percent of their income in rent.

One of the apartments is occupied by a custodian, who does necessary repairs in the apartments. About a quarter of the apartments (25) are reserved as sheltered housing—apartments for people who cannot entirely take care of themselves because of arthritis or other ailments.

Some of these apartments have special counters in the kitchen so that wheelchairs can roll right up to them, and standing rather than hanging cabinets. Bathrooms are modified to meet the needs of handicapped tenants through devices such as roll-in showers. Light housekeeping is provided for tenants of sheltered-housing apartments. These tenants are offered three meals a day in the dining hall on the main floor. In this handsome 1½-story facility, complete with fountain and three big windows looking out to the street, hot meals are offered at noon five days a week for handicapped tenants and any other elderly person who wants to take advantage of them, as about 40-50 people do every day. There is no charge for the meals, but contributions of any amount are accepted. Meals at Alexander House are catered, but in addition kitchenettes are available so that residents can get a hot cup of coffee or a glass of cold juice at any time.


Mayor Don Frush of Hagerstown.

Security is excellent in Alexander House. Locked glass doors at the elevator entrances to each floor assure that only authorized tenants can gain access.

The lobby of the building used to be two stories tall when Alexander House was a hotel. Now the upper half has been converted into three unusual and attractive efficiencies, while the lower part is a lounge and general information center that serves as a center for senior citizens. Dances and other activities are well attended. The former kitchen, also on the main floor, now houses the offices of the Commission on Aging.

The ground floor of the old hotel, under the main floor, contains the laundry room, classrooms for various activities and classes, a small kitchen and a community room for residents.

All in all, in the words of Lewis Stouffer, executive director of the Commission on Aging, Alexander House is indeed a "home away from home for the elderly." Janie Swope, who moved there from a duplex a few blocks away after her husband died, explains how she feels: "It was so lonely, and the rent kept going up and up. I was using up my savings just to pay rent. But here—I'm *never* lonely here. I have a couple of women friends here that I shop with, go to the mall with, take walks with. It's so wonderful here."

City Gains, Too

In May of this year, the county housing authority, which had administered the building since it was purchased from the previous owner, relinquished its control and transferred it back to the Homeowners Fund (now called the Alexander House, Inc.,) which hired Paul Eberhart, recently retired from the housing authority, to manage the property.

Reflecting on what the Alexander House has meant to the community, Eberhart says, "The hotel was an ideal site for what we wanted to do because within one or two blocks elderly people can find every service they will possibly need—churches, a library, places to shop, medical facilities. And if they need to go elsewhere, there's bus service right in front of Alexander House in the public square."

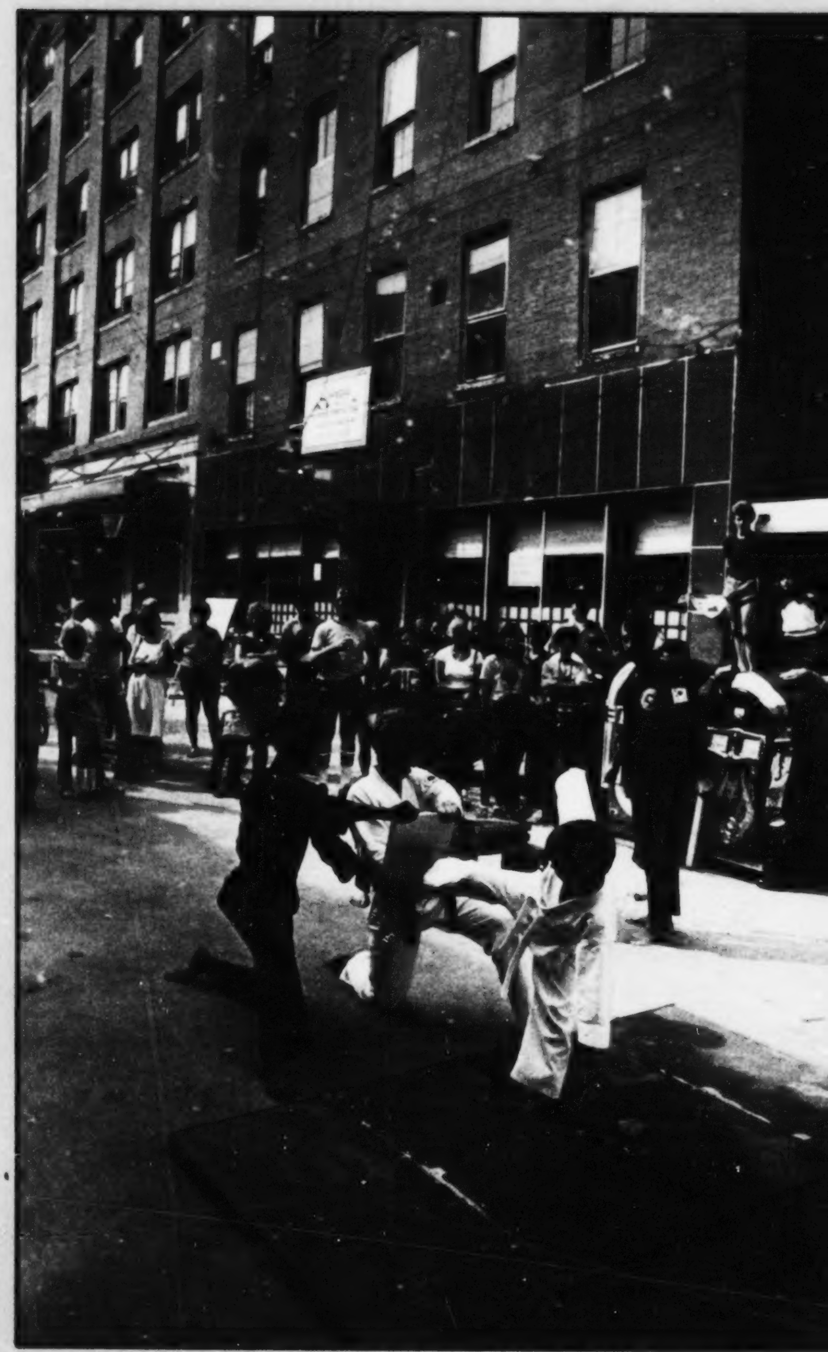
There's another side to that coin, too, and Eberhart is quick to point out what the Alexander House project has brought to the city. The restored hotel is not only an attractive centerpiece, but the residents of the apartment house also make a contribution of their own. "These people certainly contribute to the welfare of the downtown," says Eberhart. "There are more than 100 residents, they don't have cars and they spend almost all of their money right here."

Annette vanHilst, director of the Washington County Housing Authority, adds, "It's also a question of pride. The city took a decaying, empty building and made it into a symbol that Hagerstown can be proud of. It's a signal that things are happening. And it's working—it's given new impetus to others to renovate other older buildings."

Alexander House's commercial tenants comment on the fact that not only does the building bring them additional business, but they feel the square is cleaner and safer with Alexander House nearby. John Ritchie, director of the chamber of commerce, says, "I would have hated to see the negative impact if the building had been destroyed. It has been a part of the local scene for many, many years. And, you know, these are nice people. They bring their lawn chairs out into the square to sit and watch the passing scene, and it gives a pleasanter atmosphere to the whole downtown."

The beauty shop owner, Sandi Danner, explains that her business has increased: "I give Alexander House tenants a 20-percent discount on Tuesdays and Wednesdays, and now those are really good days for me."

Francie Shepherd, administrative assistant at the television station, describes her relief at the renovation of the building, which used to be "very rundown and have a bad atmosphere. It's had a tremendous effect on us to have Alexander House open and the residents part of the downtown area."



In August, the Antietam Street Festival celebrated the end of the first phase of rehabilitation of the building in the background. Pictured: A karate exhibition.

(ABOVE) Janie Swope, a resident of Alexander House, in her apartment. (BELOW) Every Saturday the city market is very busy. The city will soon have a full-time manager for the market.

(BELOW) Hot meals are offered to the elderly at noon five days a week at Alexander House by the Washington County Commission on Aging.

New Administration Continues Development

In 1981, Don Frush, a former property manager, succeeded Pat Paddack as mayor. Mayor Frush has not allowed the city to rest on its laurels.

One of the first things the Frush administration did when it took office was to establish a Commercial and Industrial Commission, a 10-member body charged with "encouraging coordinated community commitment to local progress, recruiting new businesses and expansions of existing businesses and assisting local investors and businesses." The commission hired Lee Potterfield, a former industrial developer for the county, and set to work to accomplish the goals stated above.

Some progress has been made already. Changes in parking regulations have added about 70 spaces in the downtown; a new tax district is contemplated that would funnel special tax funds into programs that advertise and promote the downtown; a new building code, which will encourage additional renovation of existing buildings, has been adopted.

In addition, the city is seeking a manager for the city market building that has served as a sales outlet for fresh produce on Saturday mornings for the last half century or more. The rationale, says Frush, is that people who come into the city to buy produce will stay and buy other things; so it's in the interest of all to promote the market. In a similar effort, the city and a number of business concerns recently sponsored a street festival to celebrate the completion of a renovation project on Antietam Street.

Lee Potterfield, director of the Commercial and Industrial Commission, says that deals are in the works which will bring new business concerns into the downtown. Those businesses will bring jobs, say Potterfield, and the people filling those jobs will be a "captive market" for the retail stores in the central city. "I think downtowns in

The renovated public square in Hagerstown.

general have a place in the future," Potterfield says, but to be successful, he adds, "the downtown has to be a place people want to go."

Mayor Frush agrees. He says his administration is doing what it can to make Hagerstown successful in attracting people to the downtown area. And, he adds, the day is long since past when property owners and businessmen in Hagerstown would be reluctant to work together to aid the downtown. Now, the response from the business community is "overwhelming." According to Frush, if a project has a chance of aiding development of the downtown, "all we have to do is ask."

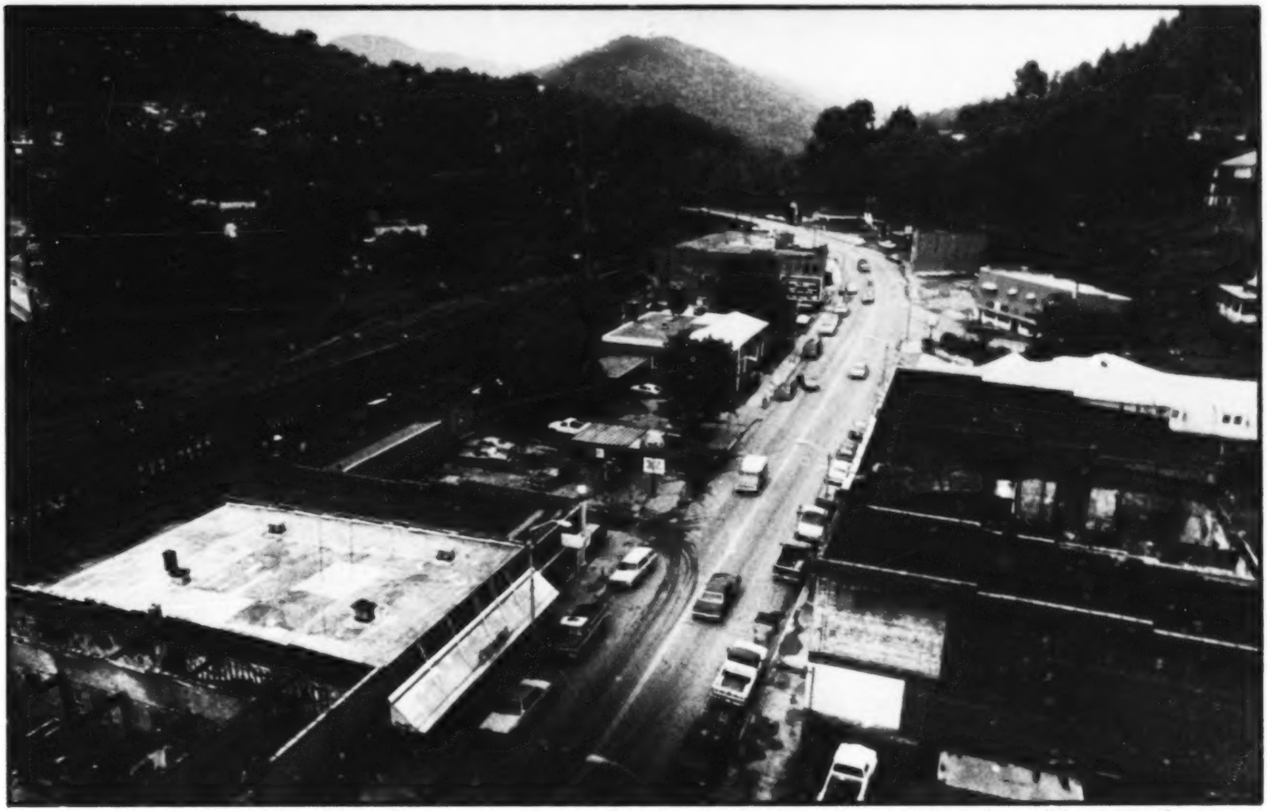
Mayor Frush recognizes that the burden of responsibility for revitalization is shifting, that it's going to take the combined efforts of the public and private sectors. It is becoming increasingly clear that government cannot do the job alone. He also recognizes that it's going to be a long-range process. Asked how long he thinks it will take, he replies with a grin, "Forever. We'll be here forever."

Alexander House: A Symbol of Cooperation

Like the rest of the revitalization effort, Alexander House is the result of public-private cooperation. Speaking for the Commission on Aging, Lewis Stouffer remembers that it took imagination and determination to undertake this "uphill battle. The reason we succeeded is that we all put our resources together. Nobody was looking out for his own interest. It was nip and tuck for a while, but it's worked out very well."

Mrs. Myrtle Buonocore puts it more simply. She had lived in Baltimore for 18 years, but when her husband died, she wanted to come to Hagerstown to be near her son. After spending several years on the waiting list for subsidized housing, she was delighted to be selected as one of the first tenants when Alexander House opened in late 1979. She says,"I wouldn't trade it for anything."

A Virginia Town Follows Suit



This view of the west end of Appalachia, Virginia, from the top of the Appalachia Hotel shows buildings that will be acquired by the town and razed or rehabilitated as part of the revitalization.

It's a long way from Hagerstown, Maryland, to Appalachia, Virginia, but the Virginia town is undertaking a program remarkably similar to Hagerstown's.

Appalachia is a town of approximately 2,500 persons in Wise County in the heart of the Virginia coalfields. At the turn of the century, when the Virginia coalfields were first being developed, Appalachia was a boom town, the city that local publicists said was destined to become the "Pittsburgh of the South."

That didn't happen, of course. The early coal boom in Virginia didn't meet expectations, but for many years after its incorporation in 1906, Appalachia was a prosperous town. Like Hagerstown, it was the junction point for railroads, the L & N from the west and the Virginia and Southwestern from the east, and rail access made it the banking and shopping center for people who lived in the rural counties surrounding the town.

At the peak of its prosperity, Appalachia had a population of about 5,000.

Then, after World War II, as the coal industry slumped, then mechanized, and as railroads began to lose their prominence as the primary means of transportation, Appalachia experienced a sudden and severe decline.

Unemployed miners and their families moved out, seeking new lives in other places in the coalfields or in the mills and factories of the north and Midwest. Appalachia became a town of empty buildings. Over the years, vandals set fires in several of them, leaving a number of burned-out shells on the town's main street.

Like Hagerstown, the town had a grand hotel, the Appalachia, which was built in the mid 20s. Charlie McConnell, director of the Wise County Housing Authority, the organization which is administering the current renovation of the old hotel, says it was one of the "showcase" hotels in the state, the site of several statewide conventions.

The decline of the town put the hotel out of business. It stood vacant for several years. Fires gutted the upper floors, and it appeared that it would eventually have to be torn down. The problem was, the hotel was so well built, it would have been too expensive to destroy it.

Town manager Gene Brooks says there has always been a desire on the part of people in Appalachia to try and bring the town back, but until recently there didn't seem to be any way to accomplish that goal. "When I took this job twelve years ago," he says, "I realized there was a lot that needed to be done, but there wasn't anything to hang your hat on so you could do it."

Then, a couple of years ago, some possibilities began to open up. The coal industry was going through one of its periodic good times, and, as miners tried to move back to Appalachia to be closer to their work, the demand for housing increased. In order to meet that demand, the town council annexed part of the county, including an old coal camp known as Inman, which was deeded over to the town by the Westmoreland Coal Company.

Inman contained some of the scarce flat land in the corporate limits, and the town fathers felt it would be a suitable place for the development of new housing units.

There was already housing in Inman, much of it dilapidated and a good bit of it occupied by elderly citizens. Mayor James Clark explains, "We thought maybe some of the older people might elect to move into town and sell their homes . . . if there was a place for them to live." If they did, that would open up the Inman area for new housing suitable for young families.

The hotel was an obvious place to relocate elderly who wanted to move into town; so the town and the Wise County Housing Authority began seeking funds to renovate it and turn it into an apartment house operated along the same lines as the Alexander House in Hagerstown.

ARC contributed a grant for $84,000 for site development, funds which Charlie McConnell says "made the project financially feasible." Because of the grant, he says, "we were able to get an adequate amount of funding to complete the projects."

Additional money came from the HUD community development block grant program funds ($190,000) and HUD housing development funds ($2.6 million). Renovation work on the hotel began in the summer of 1981. It is expected to be ready for occupancy by January 1, 1983. It will provide 36 units of Section 8 subsidized housing for the elderly and, like the Alexander House in Hagerstown, offer some space on the ground floor for commercial tenants. As expected, the availability of the hotel made it possible for new housing to be located in Inman. The housing authority is currently in the process of constructing 88 units of rental housing there.

Once the hotel project was under way, other things began to happen. "The hotel was the key," Gene Brooks says, the key that opened the door to additional grants from HUD in the amount of $1.8 million to be spent over a three-year period to revitalize the downtown. Planned changes, some of which are already under way, include:

The Appalachia Hotel.

- improvement of the curbs, sidewalks and sewer system
- acquisition of some blighted buildings in the central business district
- additional housing in the downtown area
- state highway improvement of access into the city
- a new water system
- a park near the center of town.

The town has received substantial help from the LENOWISCO Planning District Commission, the ARC-funded local development district, in part, Brooks says with a smile, because Ron Flanary, the district's director of planning, is a native of Appalachia who serves on a local revitalization committee. For his part, Flanary talks about how, after so many years of waiting, all the projects have come together so well. The hotel started things off, he says, by providing housing in the downtown and serving as the first tangible evidence that the town could come back.

Frank W. Gregg, Jr.
In Memoriam

Joan Marcus

On July 7, 1982, Frank W. Gregg, Jr., died at his home in Arlington, Virginia, at the age of 35.

Frank had worked for ten years at the Appalachian Regional Commission, most recently as the local development district (LDD) specialist on the staff of the Planning and Coordination Division. In this capacity he managed the LDD conference in Washington this spring, performing this assignment, in the words of ARC Executive Director Francis E. Moravitz, "with such care and competence that our colleagues from throughout the Region pronounced it the best in ARC history."

Frank, who had been a paraplegic since an accident when he was 15, held a B.A. from LaSalle College in Philadelphia and an M.B.A. from American University in Washington.

During a gathering held at ARC headquarters simultaneously with Frank's funeral in New Jersey, ARC staff members shared their memories of Frank, most of which centered around his constant cheerfulness and ready sense of humor. Some of the practical jokes that Frank delighted in will always be a part of ARC lore. More than one of Frank's coworkers commented that what Frank appreciated most about working at ARC was that the same standards were exacted of him as of everyone else.

Perhaps Frank wrote his own epitaph best. In a letter to the *Washington Post* some years ago, he took issue with a writer who described a paraplegic's life as almost beyond sadness. We quote:

> Vince Lombardi once said that anyone can be a loser, but it takes someone special to be a winner in life. I suggest that for your next human interest story you select a disabled man or women who has not allowed himself to be defeated by his handicap . . . but competes daily in a world hardly suited to crutches and wheelchairs. These people are special. They are winners.

Frank was special, and Frank was a winner.

Appalachian Views

This is the twelfth in a series of interviews with Appalachian citizens who discuss the forces that affect development in their areas, from the perspective of their own experiences. The people selected for these interviews are not development professionals; they come from a broad spectrum of professions and callings—educators, businessmen, miners and the like. Taken together, the interviews present a picture of life in the Region today as it appears to people who call it home.

A West Virginia Coal Operator Speaks

I've been the president of Slab Fork Coal Company since 1980. Before then, from 1967 through 1979, my father was president. And for 20 years before that, the company was headed by my grandfather.

My great-grandfather and some friends of his—we can trace our family as far back as the 1740s when one ancestor was an Indian trader on the New and Kanawha rivers—founded the company in 1907. Back then this place was like the Wild West. The railroad had just reached this area. Slab Fork was a very desolate and isolated spot during those early years. As a town, Slab Fork's peak years were after World War II, years when coal demand was rising throughout Appalachia. During that period there were 200 homes, 4 churches—3 of them for black miners—and a movie theater here. It was a typical self-sustaining, thriving coal camp of the day.

Bill Blanton

Austin Caperton.

Times have changed, of course, and now there are only 35 families living in Slab Fork. The company owns the homes and rents them to its employees. In the late 50s and early 60s, we encouraged our miners to move from the camp to homes of their own. It was a matter of economics for the company and the miners. Often miners renting from us now do so only for as long as it takes them to save enough money for a down payment on their own homes.

The present operation employs about 400 people. We operate several deep mines, and our immediate aim is to mine about a million tons of metallurgical coal regularly every year. That's not bad for a company our size. In addition, we recently made a deal with Westmoreland Coal Company to lease some of its land that is contiguous to our property. With this acquisition we've added about 50 percent to our present reserves. Now we have about 80 million tons in reserve. . . .

I always wanted to be involved with Slab Fork. Even as a child, I used to love coming to the office with my father. So when the time came, I went to college and prepared myself for the job. I received a degree in mining engineering from VPI and a law degree from West Virginia University—a good combination for this business. And now my wife, my two-year old son, Austin IV, and I live in Slab Fork in a house my great-grandfather had built.

There are advantages and disadvantages to bringing up children in Slab Fork today. The main disadvantage is that there are so few other children here now. When I was growing up here, there were plenty of people my age to play with, though even then it could be somewhat difficult, since all my friends' fathers were employed by my father. I'm not saying we'll live the rest of our lives in Slab Fork, but for now it's a good place to be.

In the coal industry, this operation is considered a small business, even though compared with many other mines around here, we're pretty large. We believe in decentralization. By decentralization, I mean shared responsibility, shared effort, and especially shared concern about the people in the company. Also, it's a means of closing the gap that separates mining management from its employees. . . . I believe that our small decentralized mode of operating gives us an advantage over some of our large competitors.

Our relationship with the United Mine Workers, for example, is a healthy one, I think. We have fewer formal grievances with the union than a lot of the large companies do. Obviously, it makes good business sense to maintain good relations with the union, especially in an area like ours where the UMWA's as strong as it is.

We do things differently from the large companies. For one thing, we react faster to various situations. We have to if we want to stay alive. For instance, if the coal market starts to go down, we're able to act fast then and there to cut down our work force. The same holds if the market rises—we can add people fast. The larger companies' reaction time is slower. We can't afford that luxury, since for us time is of the essence if we hope to survive and do well.

Slab Fork has a management team of six. We make nearly all major decisions in a participatory manner. Also, we're very conscious of the need for employee input. I would say that 70-80 percent of our miners have some family connection with Slab Fork—either a father or brother or uncle who worked or works here. That means that things can get pretty personal. Sure, we pay well. But no one around here works for pay alone—just ask them. They stay because of our traditions. They know me, know I'll try my best to keep the company strong so that their jobs and my job will be secure—as secure as possible anyway.

Bill Blanton

Austin Caperton and his family.

When my grandfather was running the mine, the atmosphere was very clubby among owners. That was before the large companies moved on to the Appalachian coal scene in a big way. There was actually a country club founded by mine owners—a very exclusive place. Now there aren't enough companies our size to have such a club.

Most of our coal goes to steel plants here in the United States, where it becomes coke—the material used in blast furnaces that melt iron ore. It's low-sulfur, high-quality coal. Most of it comes from our four mines, though we employ some small companies called contract companies to mine certain areas that aren't practical for us to mine.

Our business is suffering now. Recent slowdowns in the steel industry are making those of us who mine metallurgical coal extremely uneasy. All the same, we have some customers; so we're still operating. I won't tell you exactly what we get per ton. Let's just say that on the world coal market metallurgical coal brings anywhere from $20 to $60 per ton. And we're at the very upper end of the scale. I would also add that the price of our coal today is the same as it was five years ago; the same cannot be said of costs.

When profits are good, the first thing you do is buy equipment. You see, the major drawback—and there are more than a few—to operating a company of this size as opposed to a really large one comes in the area of capital dollars. The large companies are able to get the most for their money because they can gamble in ways that we can't. For instance, they can purchase a piece of new experimental equipment that may or may not prove its worth. Equipment is so expensive! We have ten units of equipment that cost a million dollars each; they have to be replaced every five years. So to even consider risking money on some machine that hasn't been tried and tested is out of the question for us.

Coal reserves throughout the world are sufficient to take care of a great number of our nation's energy needs. Coal volume isn't an issue as far as I'm concerned. Neither is the availability of land containing coal reserves a problem. You can get anything from 100 acres to 10,000. I concede that finding financing can get you into deep water. It's hard to imagine the amount of money we're talking about when it comes to the large mining corporations and the banks—it's megabucks. Sometimes I feel like I'm sitting in a poker game with $10 and everyone else has $10,000.

What really concerns me more than just about anything else, however, is what I call classic overkill of this industry by all the federal and state agencies that control coal mining. A total of six—not two or three, but SIX—different agencies inspect our operations: MSHA (Mine Safety and Health Administration), the West Virginia Air Pollution Control Board, the West Virginia Department of Mines, the West Virginia Department of Natural Resources, the federal Office of Surface Mining and the Environmental Protection Agency. I feel that the time and money needed to satisfy these agencies' regulations are way out of hand.

You can't tell me that this country doesn't have the capability to develop a comprehensive national coal policy which takes into account and strikes a balance between the competing environmental, health, social and economic factors. We are, however, not doing that currently. The United States has the potential to reestablish itself in the world economy through a sound national coal policy. I hope we take advantage of the situation.

Our economy is based on coal—primarily, almost exclusively. The mining of natural resources, the production and exporting of them are what made this country strong. In the recent past, it has been frowned upon. It has not been considered environmentally or socially acceptable to mine natural resources. If there is any good that comes from the current depression locally, I hope that it's a realization that we must vigorously exploit our natural resource base.

I'm proud of Slab Fork—the people, the community, the business. As I mentioned earlier, we try to be more than just another place of employment to the people who work here. That is our tradition, and I hope it always stays that way. On the other hand, we're a business, and the hardest thing that a small business faces is itself, since there never seems to be enough money to do the job. In a small business with our kind of local roots, it's hard not to be influenced by family and friends and all in making decisions. You know that you have to be coldly analytical if you hope to survive, but operating that way without hurting many of the people you sincerely care about is practically impossible. This is what I find hardest about my job. . . .

I think everyone in the coal business agrees that coal will really be the king of the 21st century. Not nuclear power, but coal. . . . It's not really a question of coal versus nuclear; rather, they—as well as gas and oil—are all needed to do the energy job in this country. But coal is really the nation's ace in the hole.

It seems to me that the future for coal is a good one. I would like us to grow—I'm not sure how much we'll be able to, particularly during these tough economic times. One thing is certain, though; Slab Fork Coal Company knows where its obligations lie—to our investors, our customers, our employees and the communities upon which the company impacts. I see the obligation to these groups as a moral commitment that overrides everything else. I really believe that we don't do business with a single machine, only with people.

Bill Blanton

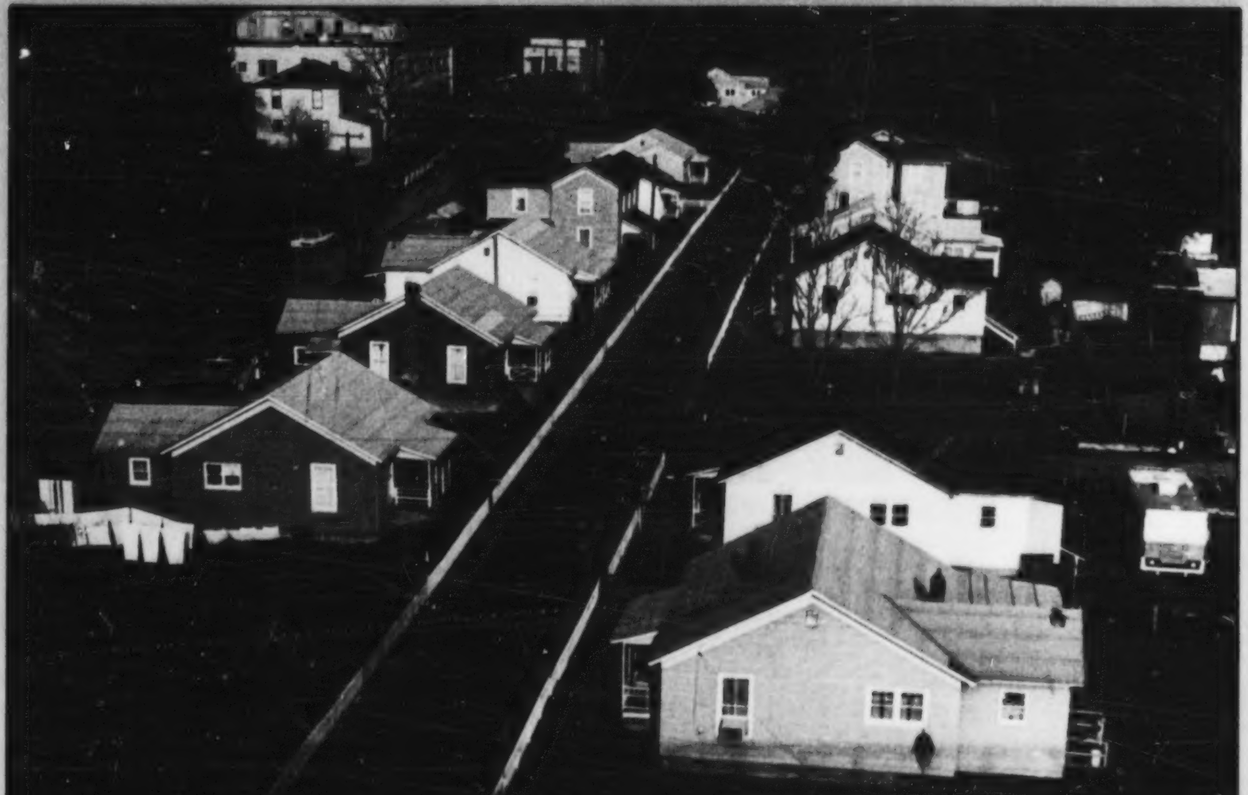
The large companies can look ahead and plan for 10-30 years into the economic future. We can only look hard for one year at a time or maybe at the very most three years down the pike. This is true because the cost of maintaining a mining operation like ours is unbelievably expensive, and there are no guarantees that the money will be there when you need it in the amounts you need. Banks are willing to loan their money, but the interest rates are high. I think that the ability to fund their operations is going to be the single most difficult challenge for mine operators to face as the years pass.

To people not familiar with this business, it's hard to explain, and even harder for an outsider to appreciate, just how costly it is to keep a mine this size running efficiently, safely and profitably. Let's just say that it can be one huge headache. And, of course, I love every minute of it.

The interviewer was Mercy Hardie Coogan.

SLAB FORK'S GOAL:
"SAFETY FIRST" then COAL

All photos on pages 21-23 by Bill Blanton



The company town at Slab Fork. The company office is the large building on the left; other buildings are homes.

(BELOW, LEFT) Slab Fork miners waiting to start their shift.

(BOTTOM) Entrance to Slab Fork's Gaston Mine.

(TOP) Photos 1, 2 and 3 show the continuous mining machine as it begins to dig up loose coal. The white matter is rock dust. (BOTTOM) Lunch break in the mine.

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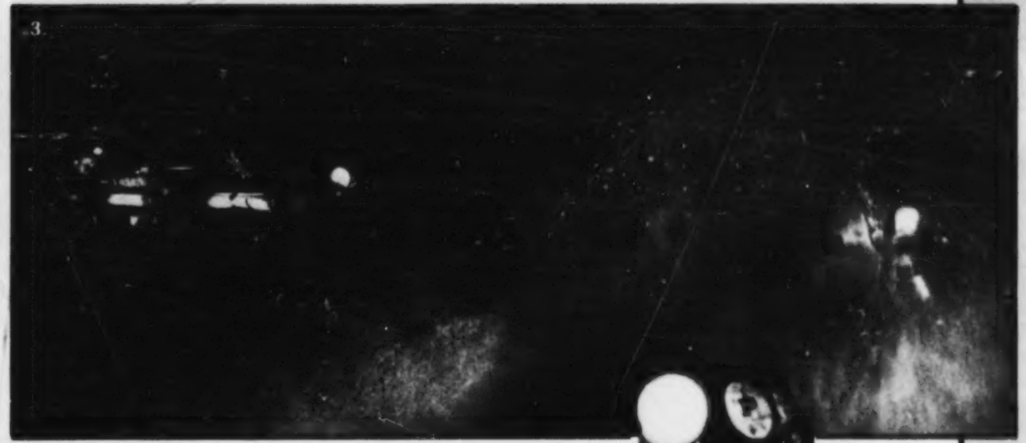


Mrs. McElwaine on the porch of her house

Water, Water— Not Quite Everywhere

By Egon Weck

Most Americans have only to turn on a faucet at home to get safe potable water. Running water and indoor plumbing are taken for granted by people who fall within the American mainstream, and over the past 15 or 20 years, this mainstream has broadened to include most Appalachians.

Yet even today you don't have to go very far afield to stumble on small Appalachian towns and farms where poor and elderly people don't have running water or indoor bathrooms.

Until two years ago, Myrtle McKelvaine belonged to this less fortunate group. Now a childless widow, Mrs. McKelvaine has lived on the same farm near DeKalb in Kemper County, Mississippi, for 43 years. For 40 years, Mrs. McKelvaine and her husband, Joe, hauled water from a nearby well and used an outdoor privy. But today, thanks to a housing project jointly funded by the Appalachian Regional Commission (ARC) and the Farmers Home Administration (FmHA), she has the luxury of safe water, an indoor bathroom and kitchen with drains that are hooked up to a septic tank and field line.

Mrs. McKelvaine remembers how it used to be. After their first modest cabin burned to the ground, the McKelvaines moved to an 8- by 12-foot shed. Working together with no other help, they rebuilt their home from the ground up."I actually didn't do any nailin'," Mrs. McKelvaine explains, "but I held up every one of the planks while Joe hammered them on." Even then the McKelvaines didn't have the wherewithal to include indoor conveniences like running water in their new home.

That was years ago. Today in her sixties, Mrs. McKelvaine complains that she is increasingly subject to periods of sickness. Without the indoor plumbing she has now, Mrs. McKelvaine wouldn't be able to get through these periods in her house by herself. "It's made all the difference in the world," she insists. Many people do not realize that, for elderly people, having to go outside to get water and carry it in buckets for some distance is perhaps even more of a risk to health than drinking contaminated water or relying on poor sanitation. People who live the way Mrs. McKelvaine did worry about all of these risks, but a fall is something that an elderly person living alone probably dreads more than almost anything else.

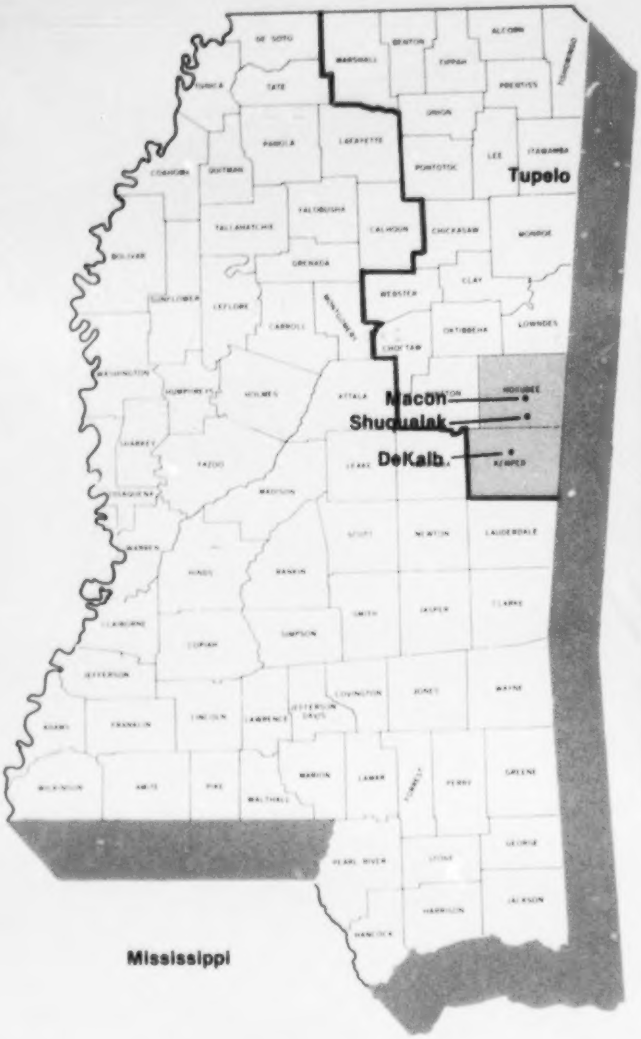
ARC Housing Program

The ARC funds that helped Mrs. McKelvaine came from one component of an extensive housing program that the Appalachian Regional Commission first started in 1967. The basic purpose of the ARC housing program is to stimulate more housing construction and rehabilitation in Appalachia by using the relatively limited ARC

Egon Weck

Egon Weck is a communications specialist living in Falls Church, Virginia.

Location of Rural Housing Rehabilitation Project



The shed the McElvaines lived in while rebuilding their house.

funds as seed money or essential supplements to other funds to make possible greater use of existing federal and state housing programs. ARC funds may be used for **planning loans** (providing up to 80 percent of such necessary preconstruction expenses for housing projects as surveys, market analyses, financing fees and engineering fees), **site development and offsite improvement grants** (covering items such as special foundations, sewer and water line extensions, grading and earthwork) and **technical assistance grants** (assisting housing development in ways such as developing legislation for state housing finance agencies, running training programs for local housing officials and funding local housing specialists).

The ARC housing program is administered by the Appalachian states, through designated state agencies. The various Appalachian states have used the flexibility of this system to tailor housing assistance in ways that each state considers most appropriate for its particular problems. Mississippi has placed its main emphasis on housing rehabilitation, with over $354,000 approved through June 30, 1982, for such projects in 19 of Mississippi's 20 Appalachian counties.

No single agency, federal or state, can solve the nation's massive housing problems alone. To provide effective housing assistance, ARC works in cooperation with a number of agencies—the Department of Housing and Urban Development, the Veterans Administration and state housing finance agencies, among others. Because of the rural character of the Appalachian Region, the agency with which ARC has probably worked most closely in the housing field is FmHA, which is an agency of the U.S. Department of Agriculture. FmHA administers a range of housing programs established to serve rural areas.

ARC and FmHA Help

The two FmHA housing programs that ARC funds supplement in Mississippi offer loans and grants to rural and small-town homeowners for home rehabilitation or improvement, especially when these serve to remove health and safety hazards. Very-low-income elderly people are eligible for grants to remove health hazards. Other low-income families can borrow up to $7,500 at an interest rate of one percent for periods of from 10 to 20 years.

But these FmHA loans and grants don't always solve the problem. Many

All photos in this story by Egon Weck

rural families are not eligible for grant funds and find that the loans they are eligible for (based on ability to repay) are not enough to cover the deficiencies their houses need to correct. Thus, in 1977, to supplement FmHA's loans and grants, the state of Mississippi and ARC started a program to provide additional grants targeted at the provision of convenient safe water and waste disposal systems in households that lacked them. The state of Mississippi has tried to spread the ARC money among more households by limiting the amount of each ARC grant.

The Toll of Inflation

Like everything else, the cost of home repair is rising. According to FmHA county supervisor Lamar C. Madison, while in 1977 it might have been possible to install a 1,000-gallon septic tank and field line, which would take care of the average home, for $500, it now costs $700-$900. Farther to the north but still within the 20-county area that constitutes Mississippi's Appalachian area, costs for the same work can go to $1,200. "None of these projects takes a lot of money," comments Paul Tomlinson, who is a field representative for Mississippi's Division of Appalachian Development in Tupelo, "but we hate to see costs rise because it means we can't help as many people."

To cope with rising costs, the FmHA and ARC money has been stretched to go further in two ways. First, with the sharp drop in current construction activity, contractors are often willing to put in septic tanks and water lines at cost, just to maintain their cash flow. Second, to save on labor costs, localities have put to work on the rehab projects CETA workers who are learning building trades such as carpentry.

Help to the Neediest

Kemper County, where Mrs. McKelvaine lives, is one of the poorest counties in Mississippi's Appalachian area. Noxubee, a neighboring county where other homeowners served by this rural housing rehabilitation program live, falls in the same category. In fact, both are identified in the Appalachian governors' 1981 "Report to Congress" as distressed counties, based on four indicators: per capita income, the unemployment rate, the percentage of residents classified as poor, and the infant mortality rate. Counties which fall in the bottom 25 percent of all Appalachian counties for at least three of these indicators will be eligible for special assistance in ARC's proposed finish-up program, especially in providing safe drinking water and affordable waste disposal. These counties not only lack basic public facilities; they lack the resources to provide them. Kemper and Noxubee counties fall in the lowest 25 percent of Appalachian counties for all four indicators.

According to 1980 census figures, 7.2 percent of Mississippi's 911,627 housing units lack plumbing, a definition which means that the unit lacks any one of three facilities: hot and cold piped water, a flush toilet and a bathtub or shower. The percentage of such inadequate housing in Kemper County is 20.5 percent, and 23.1 percent in Noxubee County.

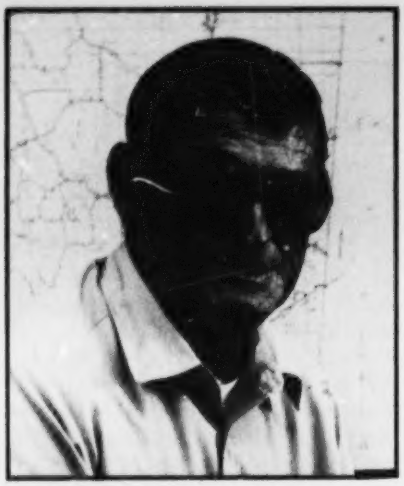
From 1977 through June 30, 1982, ARC had spent $18,536 on rehabilitation of 30 housing units in Kemper County, and $10,975 on 16 units in Noxubee County.

Kemper and Noxubee counties sit halfway up on Mississippi's border with Alabama. Travel through them, and it's not hard to understand why some of their citizens have such low incomes.

None of the relative prosperity of Lowndes County, the next county to the north, is visible in Noxubee or Kemper. Lowndes boasts the Mississippi University for Women and is part of the "Golden Triangle," a designation that was invented by local developers in 1965 to obtain financing for a jet airport that now serves Starkville and West Point in addition to Columbus, the county seat of Lowndes. The 100-odd grand ante bellum houses in Columbus have few if any counter-

Social and Economic Indicators in Kemper and Noxubee Counties

	1979 Per Capita Income	1978-80 Unemployment Rate	Percentage Living Below Poverty in 1976	1977-79 Infant Mortality Rate
Kemper County	$3,167	9.27%	47.0%	18.3
Noxubee County	3,888	10.24	50.0	29.6
Appalachian Region	6,153	7.14	14.7	14.1
United States	7,616	6.31	11.8	13.6



Lamar C. Madison, FmHA Kemper County supervisor.

parts in Noxubee and Kemper counties. Columbus also boasts an Air Force base and serves as a terminus for the Tennessee-Tombigbee inland waterway, which will connect the Tennessee River with Mobile Bay. Ultimately, proponents of Tenn-Tom say it will bring industrial and commercial development to counties near the waterway, including Noxubee and Kemper.

At present, however, Noxubee County depends almost exclusively on an agriculture based on soybeans, cotton, winter wheat and some cattle raising. Industry is confined to two brickmaking plants and a glove factory. For the moment, immediate prospects for Noxubee County's economic development rest with the Weyerhaeuser Company, which has completed construction of one paper mill and undertaken work on three more in the southeast corner of the county. The first mill is now in production. In Kemper County, while there is some farming, most of the land is in timber. So prospects for economic development in these Appalachian foothills are uncertain now.

All the more reason that public officials in eastern Mississippi look at the ARC and FmHA housing rehabilitation programs as vital to keeping low-income Appalachians from falling completely into abject poverty, with its attendant health and safety problems. Especially rural Appalachians: it's important to remember that this program is targeted at a group that is not only poor but also rural. Homeowners helped by the program generally don't have close neighbors, which makes it even more important for them to be able to take care of themselves. Most of them have always thought that, living out in the country as they do, hooking up to safe water and sanitation would be such an expensive proposition that it would be way out of their reach—until the program is explained by the FmHA county supervisor or the Mississippi ARC official.

ARC's Crucial Role

To be sure, the ARC grants finance the smaller share of the improvements needed to rehabilitate the homes of low-income families. Yet Porter Roberts, acting director of Mississippi's Division of Appalachian Development, and FmHA county directors like John R. Bounds in Noxubee County agree that the ARC grants play a crucial role in the overall low-income housing rehab process.

Because the ARC grants do not have to be repaid, they don't add to the strain on low-income homeowners. What's more, low-income Appalachians aren't always able to borrow enough FmHA money to bring their homes up to minimum housing standards, as the Farmers Home Administration requires. In such cases, the ARC grant often provides the margin of financing that makes an individual housing rehab project possible.

A few examples from Noxubee and Kemper counties illustrate what the ARC grants and the FmHA grants and loans mean to their Appalachian recipients.

While her husband was still alive, Betty Neal, who lives near Macon in Noxubee County, had to walk nearly a quarter of a mile to fetch water from a neighbor's well. Now a widow in her sixties, Mrs. Neal is confined to a wheelchair after losing the use of her legs in an accident. An ARC grant made it possible to hook up the water lines in her new kitchen and bath to the neighbor's well. The FmHA loan helped pay for a 1,000-gallon septic tank and 200 feet of field line, which have provided her with a safe liquid waste disposal system.

In addition, her small cabin was fully rehabilitated. She now has a new front porch, a ramp for her wheel chair, bathroom fixtures including lavatory, commode and tub, small kitchen sink, gas water heater, masonite siding on the house, new roof of plywood sheathing and asphalt shingles, a small apartment-size gas range, paneling to partition off a bathroom where there had been none, blocks of concrete to replace rotting wooden foundation pillars and new metal windows with screens.

Costs for the rehab work were covered by an FmHA loan for $5,000, and an ARC grant of $700 toward the cost of the new water line and waste disposal system. Mrs. Neal now makes monthly payments of $28, which covers the loan's one percent interest

Betty Neal's house, with the wheelchair ramp.

Mr. and Mrs. Jessie Hibbler.

rate and will retire the principal in 15 years.

While Mrs. Neal now has a home that still is spartan by any standard, it is more livable and has substantially more market value. More importantly, it's certain that Mrs. Neal, seriously handicapped as she is, could not survive there now without the indoor plumbing the ARC grant made possible and some of the other improvements paid for through the FmHA loan.

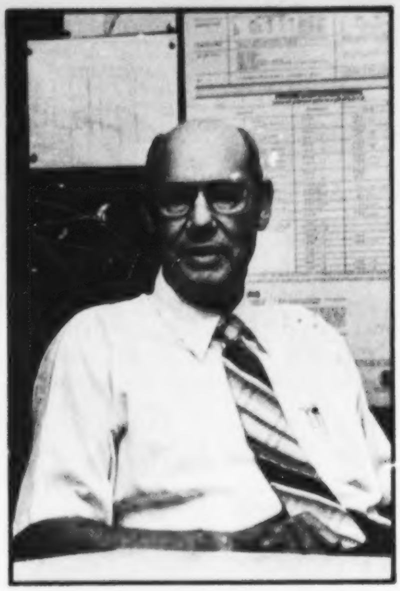
To the south of Macon, six miles east of the town of Shuqualak, in an area of small farms, live the Hibblers—Jessie, who is 82, and his wife Ella Mae, 80. They live in a small cabin on social security payments. For them, too, the ARC grants made it possible to put in a well and waste disposal system although the bulk of the money to repair their house came from an FmHA loan and grant.

For their water, the Hibblers used to have to depend on the help of their neighbors. They would pass out empty buckets which their neighbors would return full. Now, however, Mr. Hibbler needs crutches to get around, and Mrs. Hibbler has circulatory problems and is too frail to handle the pailfuls of water.

"The ARC money takes some of the repayment pressure off these people by making their loan payments manageable," explains John Bounds. "For the first time in their lives they have conveniences that most folks take for granted. Even though we haven't been able to bring them all up to minimum standards, we've at least removed the major health and safety hazards from their homes." And that, in essence, is what ARC grants are all about.

Benefits for Homeowners, Government and the Economy

The Appalachians being helped by the ARC grants are desperately dependent on their homesteads. They have



(LEFT) John R. Bounds, FmHA director in Noxubee County.

a strong sense of place and have neighbors, family and friends nearby. They ardently cling to their homesteads both because their homes and the surrounding area represent a familiar world and because any alternative is likely to mean the end of independence. So they want to stay put just as long as they can.

To Paul Tomlinson, the ARC money is important because "it is the catalyst that makes the projects possible."

The government gains too when it enables these people to have their preference and stay in their homes. It costs much less to keep these elderly and low-income people in their homes, Mississippi officials are quick to point out. The alternatives are all more expensive. It costs more to build subsidized housing for them. And, away from their homes, those who are disabled would require some form of much more expensive medical or nursing home care.

Thus the combined ARC-FmHA grant-and-loan program is of inestimable value to the homeowner and is a

WATER AND WASTE DISPOSAL LOANS AND GRANTS
HOME IMPROVEMENT LOANS AND REPAIR LOANS AND GRANTS

(BOTTOM) The Hibblers' home near Shuqualak.

cost-effective support device.

However, the program is not without its problems. For one thing, it has been difficult to spread the word and get qualified homeowners to come in and apply for the loans and grants. Information about the program spreads most effectively in rural Mississippi by word of mouth. The personnel cutbacks in local FmHA offices have left few people who can go out to find those who need and can qualify for the government loans and grants. Mostly Appalachians find out about them when they see construction going on down the road, and they ask questions.

But even after they learn about the loans and grants, elderly and low-income citizens are reluctant to sign the necessary papers, which are difficult for them to understand. Too many of them have learned from hard experience that when they write their names on fancy pieces of paper, they can easily fall victim to some scam. Many live under a caveat imposed by their children, relatives or friends not to sign anything.

Moreover, some of the elderly clients who are afflicted with Alzheimer's disease or some other form of senility can be difficult to deal with. In one case an FmHA county supervisor recognized what the program could mean to a 71-year-old lady. A victim of senility, she was abusive, and her children didn't want her to sign any papers. In a case like this, it takes a dedicated FmHA supervisor to keep after the problem once he has initiated action on behalf of the homeowner. This woman was lucky; the supervisor persisted and finally managed to complete the paper work that gave her $3,200 in FmHA and ARC grants to bring safe running water to her house from a line three-quarters of a mile away.

So this Mississippi rural rehabilitation program has advantages for almost everyone involved. What the homeowners gain is obvious. From the government's point of view, the program makes economic sense by helping these people to continue living in their own homes. The program has also proved a boon to local contractors during the current recession, in which the construction industry has been particularly hard hit. It's not surprising, then, that this is one program considered worth keeping even in these days of federal cutbacks.

The program will have to compete with all the other programs Mississippi wants to spend its limited federal funds on, but probably in years to come, there will be other Kemper and Noxubee countians as fortunate as Mrs. McKelvaine, Mrs. Neal and the Hibblers.

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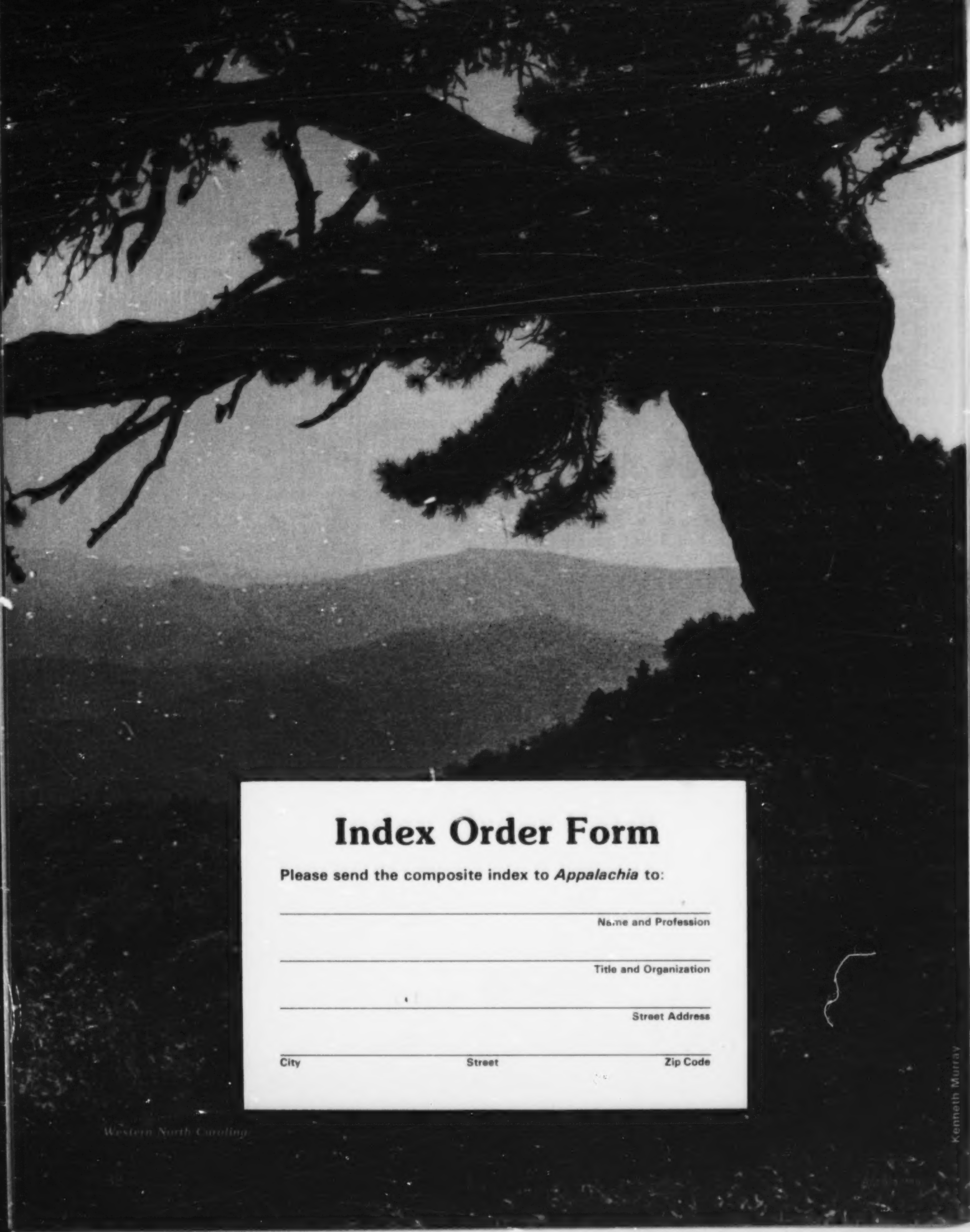

Western North Carolina

Kenneth Murray

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Trends in Per Capita Money Income
Appalachia and United States
1969-79

	Per Capita Money Income in Dollars		*Percentage of U.S. Income*	
	1969	***1979***	***1969***	***1979***
Appalachian Alabama	**$2,430**	**$6,147**	**77.9%**	**83.9%**
Appalachian Georgia	**2,419**	**6,301**	**77.6**	**86.0**
Appalachian Kentucky	**1,732**	**4,856**	**55.5**	**66.2**
Appalachian Maryland	**2,599**	**6,327**	**83.3**	**86.3**
Appalachian Mississippi	**1,861**	**4,956**	**59.7**	**67.6**
Appalachian New York	**2,845**	**6,135**	**91.2**	**83.7**
Appalachian North Carolina	**2,437**	**6,095**	**78.1**	**83.2**
Appalachian Ohio	**2,443**	**6,073**	**78.3**	**82.9**
Appalachian Pennsylvania	**2,790**	**6,770**	**89.5**	**92.4**
Appalachian South Carolina	**2,571**	**6,473**	**82.4**	**88.3**
Appalachian Tennessee	**2,340**	**5,983**	**75.0**	**81.6**
Appalachian Virginia	**2,050**	**5,614**	**65.7**	**76.6**
West Virginia (whole state)	**2,333**	**6,179**	**74.8**	**84.3**
Appalachian Region	**2,505**	**6,221**	**80.3**	**84.9**
United States	**3,119**	**7,330**	**100**	**100**

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF SEPTEMBER 30, 1981

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed or under Construction	1,730	719
Engineering and Right-of-Way in Progress	667	80.9

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	12	$ 14.0
Operating Health Projects	796	214.0
Health Construction Projects	221	88.6
Child Development	457	163.7
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 19.1
MINE AREA RECLAMATION PROJECTS	92	$ 51.6

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	428	$101.6
Higher Education Facilities	242	62.0
Vocational Education Facilities	1,142	364.0
Libraries	166	20.0
Water Pollution Control	1,054	265.1
Airports	153	18.6
NDEA Grants to School Systems	76	7.2
Other	457	99.0
HOUSING PROGRAM		
Project-Planning (Loans)	112	$ 4.1
Site and Off-Site Development	187	15.2
State Technical Assistance	144	8.5
State Housing Agencies	45	30.3
Other	26	5.6

2

Appalachia

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Appalachia

A JOURNAL DEVOTED TO THE SPECIAL PROBLEMS
OF REGIONAL DEVELOPMENT

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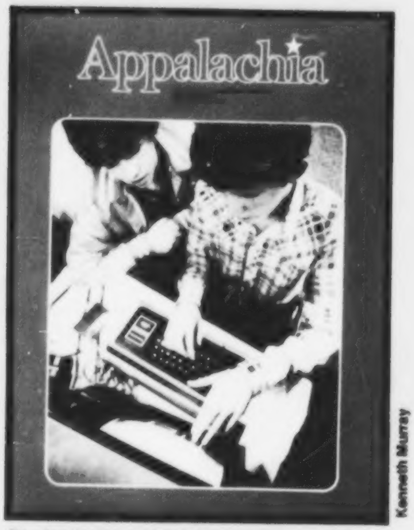
This Month's Cover



Kenneth Murray

Students from the Johnson County High School in Mountain City, Tennessee, use the middle school's computers to receive instruction in basic computer programming.

The Electronic Age Challenges Education

By Andrew R. Molnar and Patricia W. Babb

We have moved into an information age that has caused a major social, economic and structural upheaval in our society. We are changing from a primarily industrial society into a society based upon computers, communications and information. The transition to an information society has created new national needs.

Suddenly, we face a continuing need for a very large work force with scientific and computer-based skills. Our children must become computer literate or be subject to permanent unemployment or underemployment because they lack the new occupational skills required by the information society.

While computers improve national productivity, they also make many jobs and occupations obsolete, decreasing the value of physical work and increasing the value of thinking, thereby requiring totally new occupational skills and training. A Congressional Budget Office study estimates that 1-3 million, and possibly up to 7 million, jobs will be lost to industrial robots by the year 2000. For example, in 1980 the Ford Motor Company installed robots in its truck plant in Norfolk, Virginia, to weld truck frames and parts, spray paint, and transfer wheels from a conveyor belt. As a result, fewer workers are needed in the plant, and a high-quality product is produced at less cost. E.M. Estes, president of General Motors, says it is "fairly safe to say that within ten years, computers will control over 90 percent of the machines in GM manufacturing plants."

At the same time, computer applications will increase the number of new jobs available. The Department of Labor's Bureau of Labor Statistics projects that the computer industry will be the fastest-growing segment of our economy in the 1980s. Of the six occupations that are expected to grow the fastest over the next decade, computer-related jobs comprise five. The most pressing need, the study predicts, will be in the area of computer technicians and knowledge workers.

We may therefore be faced with a paradox: on the one hand, high unemployment among the unskilled and those whose jobs have become obsolete; on the other hand, a shortage of skilled workers for computer-related jobs.

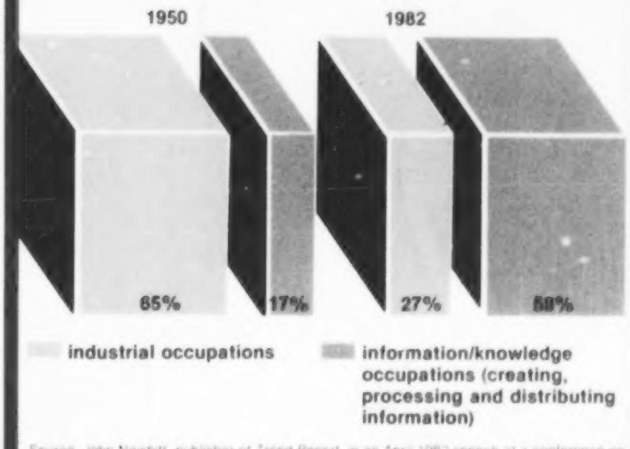
Our Changing Economy

Robert Reich of Harvard University, former director of policy planning at the Federal Trade Commission, says that the economies of the industrial nations are undergoing a profound structural transition from manufacturing to knowledge-based industries. The heavy industries that once dominated these economies, such as steel, petrochemicals, textiles, autos, rubber, machine tools and shipbuilding, are moving to developing countries, where wages are lower and where access to raw materials is easier.

Reich says that the only way industrialized nations can increase their standard of living in the future is to concentrate production in high technologies (semiconductors, fiber optics, biotechnology, robotics). He says other countries now understand that their economic success will depend on the speed and efficiency of the shift in production and have

Shifts in U.S. Work Force

Percentage of U.S. Work Force



Source: John Naisbitt, publisher of *Trend Report*, in an April 1982 speech at a conference on parents in the work place. This shift has been reported by many experts in the field of employment projections, although others' estimates of the size of the shift may differ somewhat from Mr. Naisbitt's.

Dr. Molnar and Ms. Babb are with the National Science Foundation. The views in this article are those of the authors and do not necessarily reflect those of the foundation.

initiated national policies to make such changes. The United States has not, and already the American GNP per person is lower than in nine other industrialized countries, and our unemployment higher.

Over the past two decades, the United States has been the major user and prime exporter of high technology. Today, statistical indicators show that we are fast being overtaken in technological innovations by more dynamic foreign economies.

Our technological lead in computing, which some feel offers the best solution for increased national productivity, is also waning. The U.S. Department of Commerce reports that British, French, West German and Japanese computer firms, which all have strong government support, will offer severe competition in the near future. A number of foreign governments are not only investing large sums of money in research and development of computer-based industries, more significantly, they have national plans placing a high priority on the systematic development of computer-based skills in their educational systems.

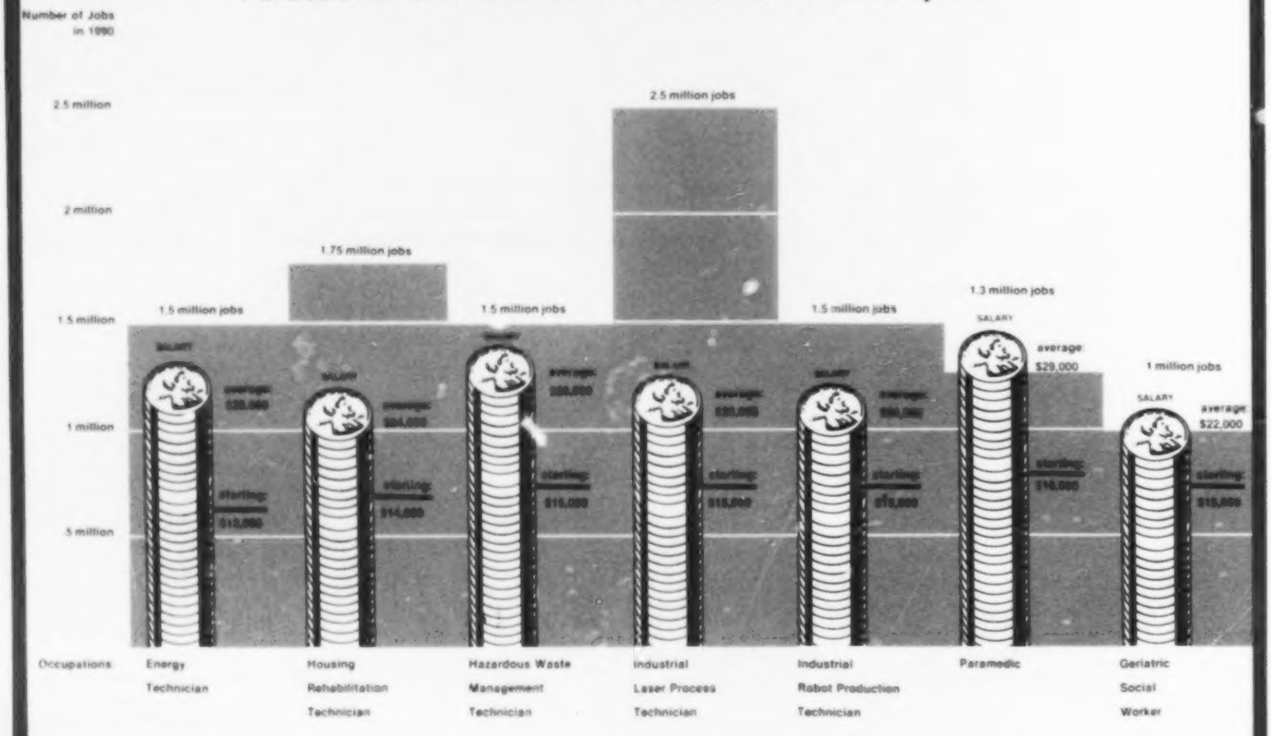
State and Regional Support for High-Technology Industries

Within the United States, the high-technology information industries are extremely attractive to most communities since they produce high revenues without a pollution factor. The courting of these industries occurs on a state or local basis. Many state and local officials find that a shortage within their boundaries of a wide spectrum of scientific and technical manpower, however, is often the limiting resource in attracting such industries.

Unlike heavy industry, which must be located near raw materials or transportation arteries such as rivers and harbors, high-technology industries' only needs are skilled people and centers of learning. Silicon Valley in California was built up around Stanford University and other state and community colleges. The microelectronics industry along Route 128 in the Boston area has grown up around high-

(continued on page 4)

Forecast of U.S. Jobs in 1990 in Some New Occupations



Source: Marvin Cetron and Thomas O'Toole, "New Occupations Forecast," *The Futurist*, June 1982. Other new occupations in which Cetron and O'Toole expect substantial employment growth include genetic engineering technician, holographic inspection specialist and bionic/electronic technician. Other experts make somewhat different projections as to future levels of employment and salaries, but almost all agree that these and similar occupations will see significant future expansion.

West Virginia Organizes Statewide Computer Camp

WEST
VIRGINIA
COMPUTER
CAMP

Kanawha County Schools, West Virginia

Kanawha County Schools, West Virginia

For four and a half days last June, 56 West Virginia seventh and eighth graders exercised body and mind at the state's first computer camp, held at Cedar Lakes Camp in Jackson County. The students spent six hours every day learning computer programming (BASIC language) on Apple II microcomputers donated by computer dealers. Students were so enthusiastic about working on the computers that they frequently pleaded to be allowed to stay at their keyboards instead of taking part in the scheduled sports and games planned for the rest of the days.

The camp was established by the Kanawha County Schools/West Virginia University Teacher Corps project, a federally funded project in which the county schools and the university worked together on basic skills and computer technology. The camp was also sponsored by the West Virginia State Department of Education.

One student was selected to attend the camp by each West Virginia county, with the choice usually falling on the winner or runner-up in the spring Math Field Day contest. The $125 charge for each student's stay was paid in many cases by the counties or by local businessmen.

Teachers were amazed at how much the students learned in their short stay at camp. The last day they spent participating in a nationwide creative computing contest in which they had to solve 10-12 problems requiring the writing of computer programs. A number of students were able to advance beyond the elementary school level in the contest to the junior high school level.

Basic Computer Literacy Programs Eligible for ARC Funding

A recent study of the Appalachian economy done under contract for the Appalachian Regional Commission pointed out that the Region has a disproportionate concentration of jobs in industries where production and employment are unlikely to grow substantially in the future. The study added that many of these industries, such as iron and steel, textiles and apparel, are being seriously challenged by imports from abroad, in addition to losing jobs because of automation.

Under these circumstances, the Region seems likely to be faced with a permanent reduction in employment in some industries which until now have been of major importance to the regional economy. It is therefore essential for Appalachia to make the shifts in training that will enable Appalachian workers to compete for high-skill jobs.

Recognizing this necessity, the Appalachian governors in July 1982 specifically changed certain policies of the ARC Code that govern funding of projects under the finish-up program. One of the changes permits funding of basic skills programs for adults and secondary-level vocational students that are designed to provide computer skills in preparation for training or employment.

(continued from page 2)

quality institutions like M.I.T. Places such as the Research Triangle Area of North Carolina, which has Duke, the University of North Carolina and North Carolina State, and other institutions such as the University of Virginia are also attracting high-technology computer industries. Education is the fundamental component in the science-based information industries.

If the skilled technicians and scientists needed by these industries are not available locally, business and industry must import them from out of state or send jobs overseas. As a result, unemployment can actually increase, with unskilled long-term residents left on the sidelines.

Therefore, in many states, business and industry are working along with state governments to provide support to colleges and universities to meet the needs of high-technology industries. In Florida, for example, this cooperation was spurred when a governor's task force found that the state needs a 40-percent increase in engineers and scientists and a 34-percent increase in technicians by 1985 if it is to meet the growing demands of new industry. Florida's colleges and universities can at present produce only one out of nine, or 11 percent, of the total needed. In California, $10 million a year is being provided to the University of California at Berkeley to create a microelectronic research center. Microelectronic centers and research parks are being established in or near universities with state and industrial funds in Minnesota, Arizona, New York and North Carolina. South Carolina has created innovative training centers at its two-year technical colleges, with each specializing in one of the following areas: robotics, advanced machine tool technology, advanced office occupations, computer applications and microelectronics.

ARC Grants $1.2 Million to Tennessee High-Technology Corridor

An ARC grant of $1.2 million to the state of Tennessee, approved in September 1982, will be used to develop a high-technology corridor along the Pellissippi Parkway between Oak Ridge and the Knoxville area. The concept of Governor Lamar Alexander, the corridor will be developed by the nonprofit Tennessee Technology Foundation, whose mission is to foster economic development by developing high-technology enterprises in the state. Two such businesses have already located along the parkway. The new foundation will build on the educational technical base in the area, which includes the Oak Ridge National Laboratory, TVA, the University of Tennessee in Knoxville and its associated Space Institute in Tullahoma, to promote the creation of new high-wage, science- and technology-oriented jobs.

The ARC grant will be used for start-up costs and general administrative costs of the foundation for a period of up to five years, with the state contributing $300,000 in cash and services toward first-year costs. The foundation, formation of which was the recommendation of a task force of business and community leaders, hopes to raise $2 million from the state legislature to provide a permanent endowment for the foundation.

Plans for the development project also include:

- **a new campus for the State Technical Institute of Knoxville, to be combined with the Oak Ridge campus of Roane State Community College. A new training institute here for employees of high-technology industries is in the planning stage, an effort to which the state legislature has already allocated $400,000.**
- **a technology business center to help entrepreneurs reach production stage.**

The Microcomputer and Education

The advent of low-cost microcomputers has extended computing to a large, new audience. Personal computers can now be found in growing numbers in the laboratory, the classroom and the home. They are used by both the old and the young, the professional and the novice, to solve a wide variety of problems as well as to play computer-based games. Explorations of new educational uses such as computer-based tutors and mentors and the exploitation of new features such as speech understanding and synthesis are just beginning.

Computers in Schools

In 1981, a survey by the National Center for Education Statistics (NCES), the data arm of the Department of Education, found that about half of the nation's school districts provided students with access to at least one microcomputer or computer terminal. School districts nationwide made 52,000 computers available to students for educational purposes. Approximately one of every four public schools then had at least one microcomputer for instructional use. These schools represented one-half of all secondary schools, 14 percent of all elementary schools and 19 percent of the vocational and special education schools. Eighteen months later, a soon-to-be-released second survey by NCES found that the total number of computers had almost doubled to 97,000. It is clear that the microcomputer fever is sweeping the school systems.

While progress in the United States has been impressive, it has primarily occurred because of grass-roots interest and varies greatly from state to state. A survey of state education agencies by the magazine *Electronic Learning* found that Minnesota's state education agency is far ahead of all others on commitment to and organization of computer education programs. Alaska, California, Delaware, Florida, North

Carolina, Pennsylvania and Texas, among others, are now beginning comprehensive programs. However, most states have not yet developed statewide computer education policies and are only just beginning to inventory the number of computers in their systems.

Computers in Appalachia

In August 1982, a telephone survey of 233 school districts (nearly a quarter of those in the Appalachian Region) was conducted by the Appalachian Regional Commission staff. Of those surveyed, 79.8 percent reported using at least one microcomputer, usually for instructional purposes.

Ninety-six percent of the school districts using micros use them in high schools, but over half the surveyed junior high/middle schools (58 percent) and almost half the elementary school (44 percent) programs also use microcomputers.

The average number of microcomputers per district is 10.3, with some having as few as one and some as many as 60. At the high school level, the major use reported was in conjunction with the existent mathematics curriculum, followed by use in business education. Computer literacy, science and computer programming are also popular (see the table below). It was found that a key factor in the initiation of micros was an intense interest and commitment on the part of at least one individual in the district: a superintendent, principal or teacher.

Percent of 233 Appalachian School Districts Surveyed Reporting Use of Microcomputers in Various Subjects

	High School	Junior High School	Elementary School
Mathematics	46	44	45
Business Education	38	—	—
Computer Literacy	31	40	24
Computer Programming	29	—	—
Science	20	—	—
Reading	9	21	38
Enrichment	—	—	9
Gifted/Talented	15	32	32

Source: Appalachian Regional Commission, 1982.

Initial computer purchases were usually financed with funds from federal and/or state categorical programs. The majority of school districts surveyed say they plan to expand their course offerings and the numbers of computers.

Teacher Training

Despite the need for teachers trained in computer use, another *Electronic Learning* survey of the 20 largest undergraduate schools of education found that most do *not* require students to take even one computer-related course before graduation. Only Illinois State University exposes all education majors to computers through a required course. Appalachian State University in North Carolina, one of the 20, requires computer courses for some majors.

Can Computers Be Used for Instruction?

Dr. James Kulik of the University of Michigan, in synthesizing the research results and findings of 59 independent computer-based instruction studies in higher education, came to three major conclusions:

- First, the use of computers produces a significant gain in student learning. This boost in achievement was true for both high- and low-aptitude students.
- Second, Kulik found the computer-based student tends to become more interested in the subject matter.
- Finally, the most dramatic finding was that in every study in which computer-based instruction substituted for conventional teaching, the computer group did the job more quickly—averaging about two-thirds the time required by conventional teaching methods.

Dr. Kulik, in another analysis and synthesis of an additional 51 independent experimental studies of computers in secondary education (grades 6-12), found that improvement in the performance of secondary students was even greater than that of college students. Also, the computer-based groups reduced by one-third the amount of time students needed for learning.

Other evaluation studies generally support the effectiveness of computer-based teaching as a supplement to conventional instruction in elementary schools. Results from 10 independent studies involving 300 separate experiments with about 10,000 students show a substantial advantage for computer-based instruction.

Is There Support for Computers in the Schools?

Will the community support computers? A nationwide study of priorities in school mathematics called PRISM made an attempt to assess preferences of teachers, supervisors and parents prior to recommending curriculum changes. The PRISM study found that all of its respondents were well aware of the usefulness of computers in the mathematics curriculum, and all groups thought it desirable to introduce computers at both elementary and secondary levels. Surprisingly, parents gave stronger support to computer use than the professionals. All supported the development of new materials and courses on computer literacy.

Addresses for Educational Computer Packages
Referred to in Article

Human Resource Organization (HumRRO), 300 North Washington Street, Alexandria, Virginia 22314.

The Learning Company, 4370 Alpine Road, Portola Valley, California 94025.

Minnesota Educational Computing Consortium, 2520 Broadway Drive, St. Paul, Minnesota 55113.

Northwest Regional Educational Laboratory, MICROSIFT, 500 Lindsay Building, 710 S.W. Second Avenue, Portland, Oregon 97204.

People's Computer Company, ATT: Ramon Zamorra, 1203 El Camino Real, P.O. Box E, Menlo Park, California 94025. Computertown U.S.A. is a computer literacy project of this company.

Note: A bibliography of articles and studies referred to in the article is available upon request.

What Impact Will Computers Have on Curriculum?

Merely to add computers to the curriculum is not sufficient. The current curriculum is predicated on paper-and-pencil techniques and does not utilize the great potential of the computer as a tool. The new technology will add to our concepts of how to teach and of what can actually be taught at various levels. Dr. Seymour Papert of M.I.T., a top computer researcher now working in the World Center in Paris, finds that young, elementary school children, given the availability of a computer, are capable of solving complex problems in physics, geometry, and physiology. They are capable of writing computer-based poetry and music.

Dr. Papert's work demonstrates that today's curriculum greatly underestimates the capacity of children to deal with complexity and arbitrarily postpones the introduction of problem-solving skills to a point so late in the curriculum that most children lose interest or become so dependent on guidance that they never master these skills. Computing provides a new way of thinking and as such should be introduced as early as possible. The power of the computer eliminates the necessity for mastering a number of manual skills; it provides a powerful, general problem-solving tool that permits students to cope with problems of a complexity beyond the reach of paper-and-pencil methods.

Computer Innovations in the Schools—and Outside

Some schools are using computers effectively in the elementary grades. Dr. Anne Piestrup of the Learning Company has created for children aged 3 to 13 a series of educational games dealing with logic and electrical circuits. Children use these animated games to build machines, design circuits and work out Venn diagrams (which are a graphic method of portraying relationships in logic).

Other schools are integrating computers into the history curriculum. For example, the Oregon Trail, developed by the Minnesota Educational Computing Consortium of St. Paul, is a computerized simulation of the day-to-day decisions faced by settlers in the early westward movement. Confronted by the computer with decisions such as how to allocate funds for clothes, medicine and supplies and how to avoid dangers along the way in their movement across the country, students learn what it meant to live under those conditions.

The Minnesota Consortium is also developing instructional materials for computer literacy at the junior high level. They are developing an integrated set of 25 learning packages and related teachers' guides for science, social science and mathematics. The materials will focus on how the computer works, how it is used, and what its impact upon the individual and society is, with implications for the future. The Human Resources Research Organization of Alexandria, Virginia, is developing curricular materials that infuse computer-related skills and knowledge into the traditional curriculum for science, social studies and mathematics in elementary and junior high schools. Their goal is to enable all students, kindergarten through junior high school, to acquire at least the minimum understanding of computers they will need for the rest of their education and for their roles as citizens in an information-based society.

The Northwest Regional Educational Laboratory has established a clearinghouse for microcomputers in precollege education and evaluates and distributes computer-based materials.

Many innovative activities spread knowledge of computers outside of formal education. Computertown U.S.A. is a do-

Glossary

bit	A binary digit, either of the two numbers 0 or 1, used to put data into the computer.
byte	Eight bits, used to represent letters and numbers.
central processing unit (CPU)	A unit of a computer that interprets and executes mathematical instructions using data from memory.
disc	A magnetic device for recording programs and data and for putting these into the computer. A floppy disc is an inexpensive storage device. Hard disc is more expensive but much faster.

it-yourself community project in which adults and children work together to become computer literate. The Peoples Computer Company of Menlo Park, California, has an implementation package which shows how to start, finance and manage a community project with the use of a computer. This successful program is now being implemented in England and other foreign countries. In the summer of 1981 computer camps were a rarity, but they proliferated nationwide in 1982, and one of the commonest complaints of camp counselors was that they couldn't get campers to leave their computers for outdoor games and activities.

The Social Cost of Computer Illiteracy

Some argue that computer literacy is the responsibility of the individual and can be learned after one leaves school. However, there is a psychological cost involved in reclassifying and relearning concepts once learned. This is especially true when the new concepts make previous education obsolete. Imagine the engineer who graduates with honors but has not been exposed to computers and must compete for a job in industry now permeated with computers. Imagine the drill-press operator who graduates from a vocational school only to discover that machinists in modern factories do not use machines but instead program computers to run robots. Imagine the secretary who can take shorthand but cannot operate a word processor.

A student who graduates without being exposed to computers has had an incomplete education. To retrain after graduation creates an unnecessary human waste, even if it is possible—and it is *not* always possible.

To sum up, high-technology industry requires a highly trained work force of scientists, engineers, technicians and knowledge workers. High-technology industries are attracted to educational research institutions and high-quality educational systems. Since little is required in the way of raw resources or energy, many rural areas like parts of Appalachia may be successful in attracting high-technology industries. However, they will not be able to do so unless they adapt their educational systems to respond to the needs of these industries.

More and more educators, parents and state and local officials are now raising basic questions: "Are we preparing our children for the world in which they are going to live? If our communities are to attract new high-technology industries, what must we do to provide the necessary skilled labor force? If we are to alter our curriculum to include computers, where will we get the teachers, and how can we provide the curriculum?"

It is evident that the economy, science, education and the computer are interdependent and closely related. Science-driven innovations spur the economy and create new jobs; computers increase productivity but require a skilled, professional labor pool. And international competition for the lead in knowledge-based industries continues to affect our economy.

The key to success in this technologic challenge, given this interdependence, lies in adopting new educational methods that make the computer an integral part of the learning process from kindergarten through the university, so that computers are used on a day-to-day basis. We *can* prepare our children and our communities for the information age.

K	The abbreviation used for 1,024 bytes. 64K would represent 64 × 1,024 or 65,536 bytes. Used as a measurement of memory capacity, or storage, within a computer, as in a 16K or 32K computer. The greater the number, the greater the speed and storage area of the computer.
languages	Easy-to-use instructions that cause the computer to work. BASIC and LOGO are computer languages which are close to natural language and are used widely in education. COBOL is a language frequently used in business, FORTRAN a language used in mathematics and science, PASCAL a language used in computer science.
memory	The part of the computer where data are stored.
microcomputer	A computer system that includes a keyboard, a small general-purpose computer and a monitor or video screen, printer and disc drive. A microcomputer may cost as little as a hundred dollars or up to $10,000 depending upon its power and size and attachments. A basic system can be purchased for between $500 and $2,000.
robots	Devices that result from combining machine tools with computers. Information is fed to the computer from sensors such as television, and the computer controls the machine's performance of a wide variety of complex tasks.
terminal	A point at which data are put into or retrieved from a computer.

Rowlesburg is a West Virginia community that is hoping to find a physician with the help of the Appalachian clearinghouse.

Joan Marcus

Matching Doctors and Communities

By Mercy Hardie Coogan

Doctors, doctors everywhere" may be true of most of the United States, but not of Appalachia. Nearly three-quarters of the counties in Appalachia are listed either entirely or partially as health manpower shortage areas by the Department of Health and Human Services. That is, part or all of 72 percent of Appalachian counties do not have enough doctors, dentists, nurses and other health-care professionals to meet the basic health needs of the people living there. Although Appalachia has 9 percent of the nation's population, it has 13 percent of the national shortage of physicians (765 physicians are needed to eliminate health manpower shortage areas in the Region). Appalachia has a quarter of all the nonmetropolitan health manpower shortage areas in the country.

This problem is one of three that the Appalachian Regional Commission (ARC) is attacking in its health finish-up program. Since ARC was established in 1965, the Commission has worked to improve health care in the Appalachian Region, and striking progress has been made. But certain areas, especially in Central Appalachia, have not enjoyed the improvement in health care that most of the Region has. The Commission is concentrating its efforts on these areas, and within three years, it expects to complete the jobs of recruiting needed health manpower in shortage areas, reducing infant mortality and bringing primary health care within a reasonable commuting distance of people throughout the Region.

Mercy Coogan, formerly on the ARC staff, is a freelance writer based in College Park, Maryland.

To solve the recruitment problem, ARC has established an Appalachian health professions clearinghouse. Headquartered at the Commission's Washington, D.C., offices and operated by the ARC staff, the clearinghouse assists health-care professionals, especially physicians, who are searching for practice opportunities, and Appalachian communities that need health-care providers. The Commission spells out the clearinghouse's main functions this way:

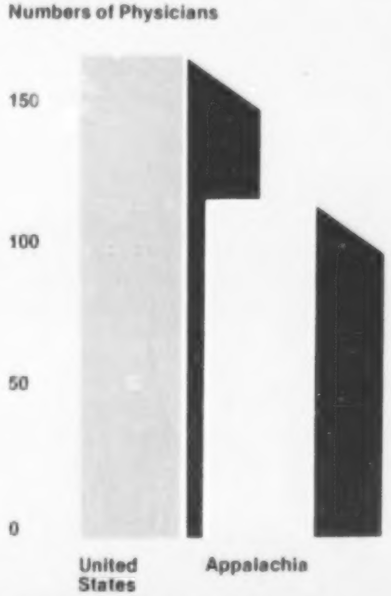
- To provide physicians and other health providers with referrals to practice opportunities in Appalachia.
- To provide National Health Service Corps (NHSC) scholarship recipients with private practice opportunities in areas where they can serve to meet their scholarship obligations.
- To make physician preferences and credentials available to hospitals, clinics, communities, physicians and health organizations in Appalachia.
- To offer communities technical assistance that will enhance their ability to recruit and retain physicians.
- To link physicians with individuals responsible for recruitment in the states and in local communities.

The American Medical Association (AMA) in its convention last June gave top billing to the problem of the imbalance in distribution of physicians across the country. It recognized that, although the physician population in the United States has risen considerably faster than the overall population in the last two decades, new physicians tend to settle in areas already well supplied with medical professionals, while severe shortages of health providers exist in many rural areas. The AMA is therefore discussing methods of attracting physicians into areas, like much of Appalachia, that are long on health problems and short on people to treat them.

Prime Targets for Recruitment

Last July the Commission launched its clearinghouse program by mailing pamphlets to thousands of physicians

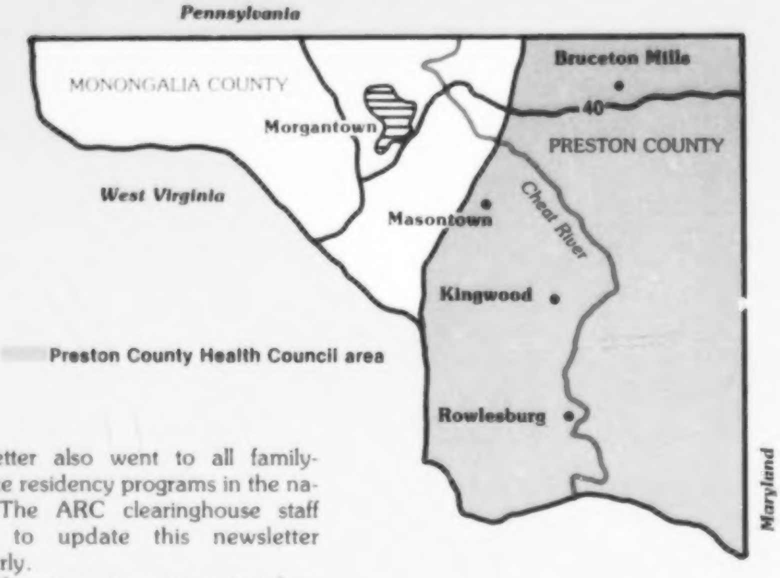
Appalachia has only 115 doctors for every 100,000 people, compared to 170 in the United States as a whole.



Active Nonfederal Physicians per 100,000 Population in 1978

Source: Appalachian Regional Commission

Preston County Health Council Area



announcing its free-of-charge placement service. Especially targeted were the 9,000 medical students and residents who are recipients of loans from the National Health Service Corps (NHSC).

In order to repay the federal government for the loans they have received to cover their medical school tuition and expenses, NHSC scholarship recipients are required, at the conclusion of their training, to practice medicine for a year for each year they have received scholarship aid, in an area designated as a health manpower shortage area.

In the past, most NHSC physicians were assigned to federally supported clinics where they received modest salaries for their efforts. Recently, however, to minimize the amount of federal support, allow for as much choice as possible and encourage physicians to remain longer in the areas they locate in, the corps has introduced what it calls the private practice option. This plan allows the new physicians to repay their debt to the government by working in any private practice of their choice or for any clinic or hospital at a mutually-agreed-upon salary, as long as the site lies within a designated shortage area and as long as the physician-to-population ratio does not get out of balance.

There is a hitch to the selection process, however. Physicians who wanted to pick and choose from among all the practices available in the country had to make their selections no later than August 31, 1982. After that date, each NHSC scholarship recipient was assigned by the corps to one of NHSC's ten federal regions and had to select a site within that area. Physicians who have not chosen a site by March 15, 1983, will be placed in a health manpower shortage area during the summer of 1983.

In November, the ARC clearinghouse staff mailed out to the NHSC physicians seeking positions next year a newsletter that described a sampling of the practice opportunities in Appalachia available to them. The same newsletter also went to all family-practice residency programs in the nation. The ARC clearinghouse staff plans to update this newsletter quarterly.

At the same time two more brochures were mailed. The first went to all residents who are obligated to NHSC and to all family-practice residents in the United States. It presents them with a concise framework that they could use in making the best decision about where to locate. Listed are the major factors that physicians ought to consider in selecting practice locations, including their personal and professional goals and the community features that will affect their lives.

The second brochure went to communities and clinics in health manpower shortage areas. It outlines the steps that communities need to follow in selecting a physician: deciding in the first place whether they really need a physician, finding the right person, and making sure that the physicians will want to remain in the communities they select.

Scholarship Recipient Makes a Choice

The new NHSC private practice option can be a real plus for both the physicians and the communities needing them. Probably more than anything else, it persuades physicians who decide on a particular setting to view it as a long-term investment, not merely a two- or three-year stint to satisfy NHSC terms.

"I'm from Appalachian Maryland, went to George Washington Medical School and am now completing my third year of family-practice residency in Arizona," explains Donald Hindman. "My wife and I knew when we came out West that we wanted eventually to settle back East in a rural setting. When I received the flier from ARC, I decided it was worth following up. And believe me, I was really impressed with the attention they gave to my case."

In his initial response to the ARC query, Dr. Hindman, an NHSC scholarship recipient, stated the particulars of the practice he was looking for. He stipulated, among other things, that he wanted a small practice in a medium-sized town somewhere in Maryland, West Virginia or Pennsylvania. He also wanted to land somewhere that had professional opportunities for his

All photos in this story by Joan Marcus

PLAZA DRUG MART
CINEMA
CORNER MALL
VILLAGE JEWELERS
HEALTH COUNCIL CLINIC
FIRST FEDERAL SAVINGS & LOAN
Radio Shack

The Kingwood, West Virginia, clinic, which Dr. Hindman heard of through the Appalachian clearinghouse and where he begins work next August, is located in the corner of a small shopping mall.

wife, an early childhood education specialist.

With these points in mind, the clearinghouse staff next consulted the program's data profile. This collection of information on physicians looking for practices and communities looking for health providers lists most of the facts that physicians want to know about areas before considering working in one of them. As an example, the profile describes the practice in Kingwood, West Virginia, like this:

WEST VIRGINIA, Kingwood: *Rural health clinic managed by county council. Privileges at 58-bed acute care hospital. Over 3,000 town population with 14,000 in target area. Nine primary care physicians, 3 providing Ob services. 50K minimum salary, relocation expenses, malpractice. Plentiful outdoor recreation. 25 miles from WVU.*

There were a number of communities, including Kingwood, that met Dr. Hindman's requirements. "We looked at about seven places," he recalls. "Some were spots I'd arranged on my own before I'd heard of the ARC program. When we met with the people in West Virginia that ARC put us in touch with, however, we were immediately taken with their understanding of our needs. It helped that they explained the specific requirements of the communities that were looking for physicians, as well as the advantages and disadvantages that the communities might have from our point of view. And then, when we finally saw the clinic in Kingwood in Preston County and talked with local people there, we really felt good. Eventually, Kingwood topped our list."

Although Kingwood is a town of about 3,000 people, the medical catchment area includes some 14,000 persons. Kingwood is the county seat of Preston County and lies about 25 miles from Morgantown, where West Virginia University is located. The clinic where Dr. Hindman will practice is run by the Preston County Health

Council. Since its family-practice physician left six months ago, a pediatrician and a physician assistant must provide general primary health care to adults and children alike.

"I was looking for a place that I would like but also one that I felt really needed me," says Hindman. "I'm not interested in a two-year stint and then a move elsewhere. I want a place that will be home to us for a long, long time. Also, I wanted to take full advantage of NHSC's private practice option. So, as it stands now, I begin work in Kingwood in August 1983, with a guaranteed income."

Participation by the States

The recruitment program could not function well without active participation by the Appalachian states. The decisions as to which communities have the greatest need and what these communities have to offer prospective physicians require so much back-up data and so much updating of the data that input from the states is essential. The program invites the states' participation by offering them technical assistance grants to start or strengthen their own programs. Six Appalachian states (Kentucky, New York, North Carolina, Tennessee, Virginia, and West Virginia) already have official health manpower recruitment offices. North Carolina's program, undertaken as a result of the state's dedication to upgrading rural health care, was explained in detail in the July-August 1980 issue of *Appalachia* (p. 16). The remaining eight Appalachian states are at various stages of development—anywhere from just hearing about the concept to being well on the way toward having their own programs.

West Virginia is one of ten states designated by NHSC as pilot areas for placing corps scholarship recipients

(ABOVE) Ronald Eckley is the executive director of the Preston County Health Council.

(RIGHT) Nurse Belinda Trickett stops to speak with Debbie Eliott, receptionist at the Kingwood clinic.

through a state-level clearinghouse. In past years the corps operated at the regional level, with four regional offices handling physician placement in Appalachia. NHSC will use the ten pilot states (West Virginia is the only Appalachian pilot state) as test areas in judging whether or not it is more effective and efficient to rely on state offices for placement.

"I'm paid by the state to direct our physician recruitment program," says Bob Whitler from his office at the West Virginia Department of Health in Charleston, West Virginia. "We work closely with NHSC, of course, but we're also anxious to attract non-corps physicians to the state. Right now we've submitted a grant proposal to NHSC for funds to pay a field person—someone to keep close tabs on all our priority health manpower shortage areas—and a clearinghouse person who will work on the actual matching process."

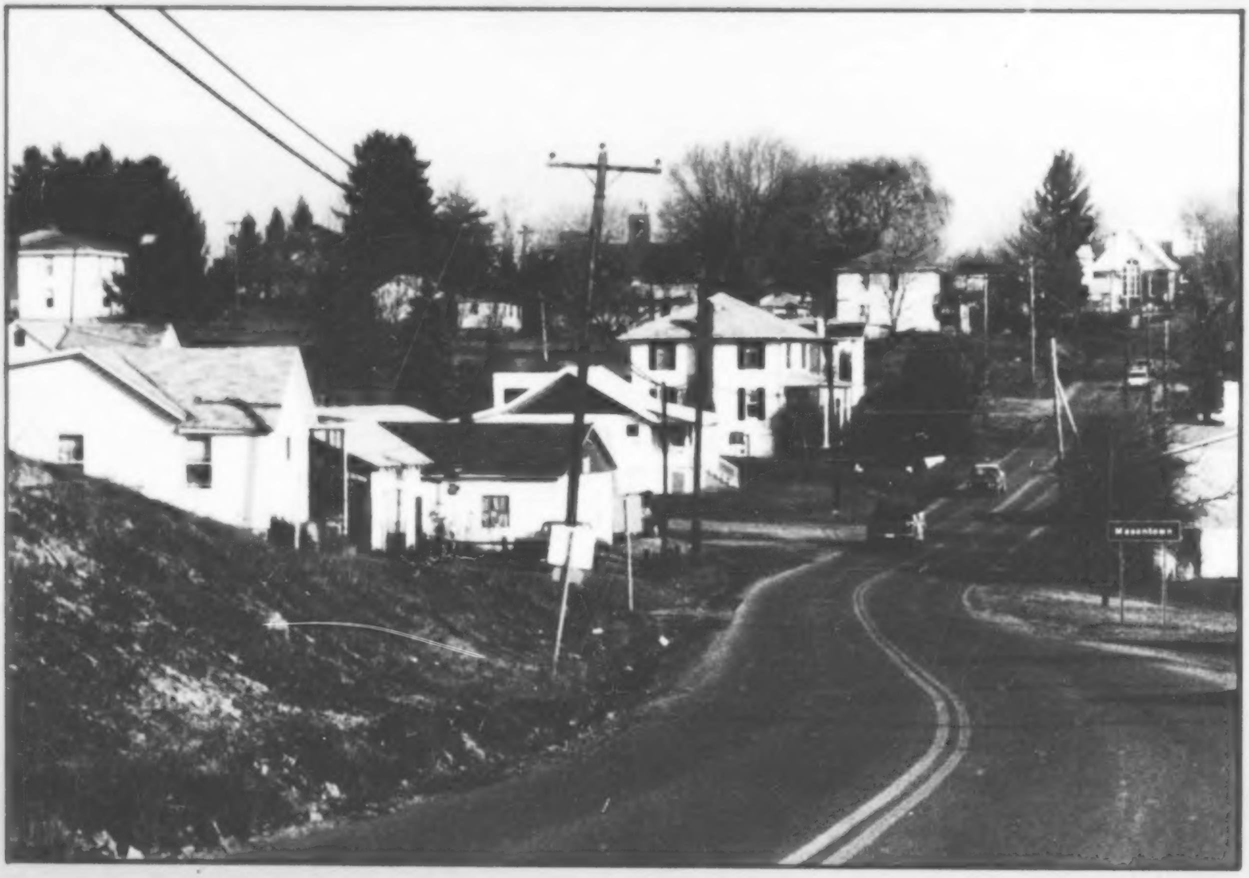
During this past August alone, Whitler's office placed three physicians in West Virginia. All three, including Dr. Hindman, were directed to him by the Commission's clearinghouse staff. Where a state recruitment office exists, the ARC program channels its efforts through that office. In states where no formal recruitment program operates, ARC deals with local development district personnel, citizens' groups, public health offices and any other groups or individuals interested in matching communities with health providers. In its role as broker, the Commission's clearinghouse staff is prepared to assist physicians and communities with various activities, among them arranging site visits, advising communities on ways to market themselves successfully and on possible incentives they can offer physicians, and assisting in the preparation of all the formal legal and business agreements necessary between communities and providers once a match occurs.

"We're thinking of requesting some ARC technical assistance money for a recruitment fair," Bob Whitler states. "This would give our program quite a boost, we believe. Georgia has been

Frank Cox, a physician assistant at the Kingwood clinic, examines a patient.

MAIN PHARMACY
PRESCRIPTIONS
MAIN PHARMACY

(RIGHT) Lydia Main, the mayor of Masontown, owns and operates the pharmacy on the first floor of this building. The partially finished clinic, above, does not yet have a physician to practice in it.
(BELOW) Masontown is a small city of 5,000 near the medical center at West Virginia University.



"No Nonsense Fashions"

Mayor Main at work in her pharmacy.

having such fairs for the past five years or so. Each spring the state holds a training workshop for all medically underserved communities looking for manpower. At the workshop the communities learn how to go about assessing their needs and marketing themselves to prospective doctors, nurses and the like. Then, in the fall, the state sponsors a trade fair in Atlanta for primary care physicians. The communities set up booths, and essentially, the two groups set the matching process in motion then and there."

Attraction of Rural Areas

Physicians' fairs, special hospital residency programs, clearinghouse programs similar to ARC's and other recruitment schemes designed to bring doctors to rural areas are becoming more plentiful all the time. What's more, in addition to family-practice physicians, other medical specialists—who by tradition have always been tied to urban areas with their well-equipped hospitals and university research laboratories—are beginning to trickle into rural parts of the United States. Au-

Counties Eligible for Primary Care Assistance in ARC Health Finish-Up Program

Alabama	Cherokee, Walker, Winston
Georgia	Banks, Cherokee, Jackson, Walker
Kentucky	Garrard, Greenup, Knox, Laurel, Montgomery, Owsley, Rockcastle, Russell, Whitley, Wolfe
Mississippi	Choctaw, Clay, Lowndes, Prentiss, Tishomingo, Union
New York	Chenango, Steuben, Tioga
North Carolina	Yancey
Ohio	Carroll, Monroe, Pike, Vinton
Pennsylvania	Bradford, Clinton, Crawford, Erie, Fulton, Juniata, Mercer, Monroe, Montour, Sullivan, Wayne
Tennessee	Jackson, Polk, Van Buren
Virginia	Bath, Floyd, Russell
West Virginia	Calhoun, Clay, Gilmer, Hampshire, Jefferson, Mineral, Pendleton, Randolph, Upshur

(FAR LEFT) The main street in Bruceton Mills, which has succeeded in acquiring the services of Dr. Karen Miller through the Appalachian clearinghouse. Dr. Miller will come to Bruceton Mills in August.
(LEFT) The clinic at Bruceton Mills.
(BELOW, LEFT) Nurse Helen Graffious at the Bruceton clinic.

(BELOW, RIGHT) Rowlesburg is another Appalachian community seeking a physician with the help of the Appalachian clearinghouse. The clinic building will be totally remodeled by March.

thorities on medical manpower say that the biggest contributing factor to this trend is that the nation's large supply of physicians is forcing many to move to smaller towns just to make a living. An article in the *Charleston Gazette* last spring discussed three young physicians, two of them from out of state, who have opted for the pleasures of rural Appalachia over urban settings where they would have been financially better off. One said, "I felt that making less money and living a freer lifestyle was more important than dying rich at age 35."

Another, who had graduated from medical school in Boston, says he believes more and more doctors will make the choice he did and "will realize how satisfying and enjoyable this kind of medicine can be."

A third, who had earned a master's degree in public health from Johns Hopkins after completing a family-practice residency at the University of Maryland, came to West Virginia "because of my personality traits, my interest in rural health issues and my recreational interest in the mountains."

According to one medical educator,

a typical physician's training is extremely urban-oriented. And in order to get young men and women in medical schools to start thinking rural, schools and hospitals must teach them how "to link with consultative services in the metropolitan areas while learning of the joys of practicing in smaller communities."

Help Available on Request

The clearinghouse program keeps lists of physicians seeking practices and communities seeking physicians. ARC encourages interested parties on both sides to call or write (to the address at the end of the article) and explain what their needs are. The clearinghouse staff will then do its best to find the perfect match.

SELECTING A PRACTICE LOCATION
33 IDEAS for Physician Recruitment

Physicians and health professionals interested in locating in Appalachia

1. Call or write the clearinghouse.
2. Be prepared to explain
- where you may be interested in locating
- what type of practice you hope to find
- what kinds of medical resources are important to you
- what your expectations of the community (environment, education and recreation) are
- any other particular requirements you have.
3. The clearinghouse staff will give you a list of possibilities and put you in touch with the people at each site who can answer your other questions.
4. You may want a copy of the pamphlet prepared for physicians, entitled "Selecting a Practice Location." Just ask.

Communities, clinics and health officials interested in finding a physician for an Appalachian site

1. Call or write the clearinghouse.
2. Be prepared to describe
- what sort of health professional you need
- the clinic or offices where the physician will practice
- what salary or income you are prepared to guarantee
- what schools, housing and amenities are available in the community
- what hospital or other health facilities are available nearby.
3. The clearinghouse staff will give you a list of possible physicians and will make suggestions that may help to make your area more competitive in attracting physicians.
4. In the case of communities in the counties targeted in ARC's finish-up program as having a severe need for primary care (see list on page 16), funds may be available to help build or expand a clinic.
5. You may want a copy of the brochure prepared for communities entitled "33 Ideas for Physician Recruitment." Just ask.

Appalachia Health Professions Clearinghouse
The Appalachian Regional Commission
1666 Connecticut Avenue, N.W.
Washington, D.C. 20235
Tel.: 202/673-6464

Governor Winter Becomes 1983 ARC States' Cochairman

Tommy Noonan

Governor William F. Winter of Mississippi assumes the post of states' cochairman of the Appalachian Regional Commission (ARC) on January 1, some six months after his unanimous election at a summer meeting of the 13 Appalachian states. He succeeds Governor John Y. Brown of Kentucky.

Governor Winter currently serves as chairman of the Southern Regional Education Board and is the immediate past chairman of the Southern Growth Policies Board.

An unwavering advocate of ARC and its emphasis on cooperation between the public and private sectors, Governor Winter notes that personal observation has convinced him of the value of ARC programs. Speaking eloquently before the U.S. Senate Committee on Environment and Public Works in March 1982, Winter said, "ARC assistance in the areas of economic development, transportation, health care and other important areas has meant dramatic progress in the quality of life in the Appalachian Region. I can attest personally to the measurable strides that have been made in Mississippi. Before ARC, the per capita income and job opportunities in the 20 ARC counties of my state were comparable to and often lower than adjoining counties. While the entire state continues to rank 50th in the nation in per capita income, measurable improvements have been made in Mississippi's ARC region. You can tell the difference as you cross county lines. In 1979, per capita income had increased to $5,930 in the ARC region, compared to $5,494 in adjacent counties. We need the opportunity to continue this improvement pattern. ARC programs provide this crucial opportunity."

In Mississippi Governor Winter has established a solid basis for long-term economic growth by developing a working partnership between government and business and by seeking major investments in education. He has sought to bring a new measure of prosperity to Mississippi by aiding the development of a strong and healthy private economy and by initiating forward-looking policies, especially in the area of education, to help create new and expanded opportunities.

Governor Winter was born in Grenada County, Mississippi, on February 21, 1923. He was graduated from the University of Mississippi in 1943 with a bachelor's degree in history. After serving with the U.S. Army infantry in the Philippines, he entered the University of Mississippi Law School and was graduated first in his class in 1949.

While still a law student, he was elected to the state legislature and served there for eight years. Governor Winter reentered the infantry during the Korean conflict.

Governor Winter served Mississippi as state tax collector, state treasurer and lieutenant governor before being elected the state's chief executive in 1979.

Governor Winter is past president of the Mississippi Association of Mental Health and past vice-president of the National Association of Mental Health.

Governor Winter is married to the former Elise Varner. They have three daughters.

Joan Marcus

ARC Federal Cochairman Winifred A. Pizzano was formally sworn into office on October 20 by Supreme Court Justice Sandra Day O'Connor.

New Appalachian Governors

George C. Wallace of Alabama

Born in Clio, Alabama, in 1919, Governor-elect George C. Wallace received a law degree from the University of Alabama at Tuscaloosa in 1942.

During World War II he enlisted in the U.S. Air Corps and served as a B-29 flight engineer assigned to the 20th Air Force in the Pacific.

He has served as assistant attorney general of Alabama, as a member of the state legislature and as judge of the state's third judicial circuit. Elected governor in 1962, he was succeeded in 1966 by his late wife, Lurleen, the first woman governor of the state, who died in 1968.

In 1968 Wallace ran for president of the United States on a third-party ticket and received some 10 million votes. He ran for governor of Alabama again in 1970 and was reelected. In 1972 he was a major candidate for the U.S. presidency before he was shot and severely wounded in Laurel, Maryland. He was again elected governor of Alabama in 1974.

Governor Wallace, elected for the fourth time in 1982, is the only person to serve four terms as governor of Alabama.

He is married to the former Lisa Taylor and is the father of four children.

Joe Frank Harris of Georgia

Born in Bartow County in Appalachian Georgia, Governor-elect Joe Frank Harris is a graduate of the University of Georgia with a degree in business administration.

After service with the U.S. Army, Harris returned to his native Cartersville, where he operated a concrete products business. He later became president of Harris Georgia Corporation, a diversified industrial development business.

Governor-elect Harris served in the Georgia general assembly for nine consecutive terms (18 years). He was chairman of the house appropriations committee and a member of the ways and means, legislative services, fiscal affairs, highways, and motor vehicles committees. He was named outstanding legislator in the Georgia house this year by the Georgia Association for Retarded Citizens.

Joe Frank Harris has been chairman of the industrial development council of the Georgia State Chamber of Commerce.

Governor-elect Harris is married to the former Elizabeth Carlock, a former schoolteacher. They have one son.

Robert Rathe

Mario M. Cuomo of New York

Governor-elect Mario M. Cuomo, a native of Jamaica, Queens, was born in 1932. His parents came to the United States from Italy. Governor-elect Cuomo is a graduate of St. John's University (1953) and the St. John's University School of Law (1956). He practiced law in New York for many years and was a partner in the firm of Corner, Finn, Cuomo and Charles. For 17 years he also taught at his law school.

Cuomo served as secretary of state for New York from 1975 to 1979 and represented New York on the Appalachian Regional Commission as an alternate for Governor Carey from April 1977 to January 1979. He was elected lieutenant governor of New York in 1978 when Governor Carey was reelected chief executive of the state.

As lieutenant governor, he was active in a wide range of issues: establishment of the first state ombudsman's office in 1979; implementing of cost-effective measures to save local governments money; fostering economic development through the formation of the Buffalo Task Force, which brought state and local officials together with the private sector; linking the business community with high-technology educational facilities; and working for the rights of disabled persons.

Governor-elect Cuomo is married to the former Matilda Raffa, a former elementary school teacher. They have five children.

Richard F. Celeste of Ohio

Born in Lakewood, Ohio, in 1937, Governor-elect Richard F. Celeste, a magna cum laude graduate of Yale University and a former Rhodes scholar, taught at Yale part time while doing graduate study there.

For six months in 1963 he was a staff liaison officer for the Peace Corps, after which he spent four years in India as an executive assistant to the U.S. ambassador. Traveling over 60,000 miles during his years in India, he took a special interest in agricultural production and community development.

In 1967 Celeste and his family returned to Cleveland, where he joined the National Housing Corporation, a small firm specializing in the development of housing for senior citizens of moderate incomes.

In 1970 his political career began with election to the Ohio State House of Representatives, in which he served for two terms. He was elected lieutenant governor in 1974 but lost a bid to become governor in 1978.

Governor-elect Celeste was appointed director of the Peace Corps by President Carter in 1979.

Governor-elect Celeste is married to the former Dagmar Braun of Austria and has six children.

New statistics on Appalachian per capita money income and poverty status have just become available.

Appalachian Population and Per Capita Money Income

By State and Local Development District
1980 and 1970 Censuses

LDD Code	State and Local Development District	Total Population		Per Capita Money Income			
		April 1, 1980 (in thousands)	April 1, 1970 (in thousands)	1979	1969	Percentage of U.S. 1979	1969
	United States	**226,546.0**	**203,302.0**	**$7,330**	**$3,119**	**100.0%**	**100.0%**
	Appalachian Region	**20,237.1**	**18,217.0**	**$6,221**	**$2,505**	**84.9%**	**80.3%**
	Alabama	**2,430.1**	**2,137.4**	**$6,147**	**$2,430**	**83.9%**	**77.9%**
1 A	Northwest Alabama	215.4	182.1	5,921	2,236	80.8	71.7
1 B	North Central Alabama	182.0	157.0	5,789	2,236	79.0	71.7
1 C	Top of Alabama	413.7	363.6	6,199	2,600	84.6	83.4
*1 D	West Alabama	210.0	180.8	5,428	2,064	74.1	66.2
1 E	Birmingham Regional	914.6	819.3	6,782	2,651	92.5	85.0
1 F	East Alabama	451.0	400.9	5,435	2,185	74.1	70.1
*1 H	Central Alabama	43.4	33.7	5,765	2,038	78.6	65.3
	Georgia	**1,104.1**	**813.8**	**$6,301**	**$2,419**	**86.0%**	**77.6%**
2 A	Coosa Valley	355.2	302.7	5,718	2,450	78.0	78.5
2 B	Georgia Mountains	225.4	176.8	6,062	2,235	82.7	71.7
*2 C	Chattahoochee-Flint	62.9	50.8	5,508	2,311	75.1	74.1
*2 D	Atlanta Regional	221.5	101.0	7,985	2,821	108.9	90.4
*2 E	Northeast Georgia	64.4	51.5	5,983	2,177	81.6	69.8
2 F	North Georgia	174.7	131.1	6,062	2,424	82.7	77.7
	Kentucky	**1,077.1**	**876.5**	**$4,856**	**$1,732**	**66.2%**	**55.5%**
*3 A	Buffalo Trace	26.9	23.7	4,338	1,829	59.2	58.6
3 B	FIVCO	140.7	122.1	5,982	2,284	81.6	73.2
*3 C	Bluegrass	137.2	113.4	5,147	2,148	70.2	68.9
3 D	Gateway	66.3	55.7	4,656	1,772	63.5	56.8
3 E	Big Sandy	181.8	134.3	5,272	1,595	71.9	51.1
*3 F	Lake Cumberland	149.9	123.9	4,351	1,691	59.4	54.2
3 H	Cumberland Valley	227.6	184.5	4,415	1,479	60.2	47.4
3 I	Kentucky River	134.4	107.2	4,385	1,293	59.8	41.5
*3 J	Barren River	12.4	11.6	4,243	1,617	57.9	51.9
	Maryland	**220.1**	**209.3**	**$6,327**	**$2,599**	**86.3%**	**83.3%**
4 A	Tri-County	220.1	209.3	6,327	2,599	86.3	83.3
	Mississippi	**482.7**	**418.6**	**$4,956**	**$1,861**	**67.6%**	**59.7%**
5 A	Northeast Mississippi	131.7	109.6	4,856	1,769	66.3	56.7
*5 B	Three Rivers	174.5	150.3	5,129	1,999	70.0	64.1
5 C	Golden Triangle	166.4	148.5	4,926	1,841	67.2	59.0
*5 D	East Central Mississippi	10.1	10.2	3,751	1,138	51.2	36.5
	New York	**1,083.2**	**1,056.6**	**$6,135**	**$2,845**	**83.7%**	**91.2%**
6 A	Southern Tier West	284.4	275.4	5,831	2,679	79.6	85.9
6 B	Southern Tier Central	214.6	217.8	6,196	2,791	84.5	89.5
6 C	Southern Tier East	584.3	563.3	6,260	2,948	85.4	94.5
	North Carolina	**1,217.7**	**1,039.0**	**$6,095**	**$2,437**	**83.2%**	**78.1%**
7 A	Southwestern North Carolina	135.5	116.0	5,414	1,999	73.9	64.1
7 B	Land-of-Sky	259.8	223.6	6,334	2,511	86.4	80.5
*7 C	Isothermal	101.9	89.7	5,554	2,300	75.8	73.8
7 D	Region D	166.0	139.4	5,181	1,920	70.7	61.5
*7 E	Western Piedmont	165.2	136.5	5,766	2,421	78.7	77.6
7 I	Northwest North Carolina	389.3	333.8	6,845	2,798	93.4	89.7

LDD Code	State and Local Development District	Total Population April 1, 1980 (in thousands)	Total Population April 1, 1970 (in thousands)	Per Capita Money Income 1979	Per Capita Money Income 1969	Percentage of U.S. 1979	Percentage of U.S. 1969
	Ohio	**1,262.6**	**1,129.9**	**$6,073**	**$2,443**	**82.9%**	**78.3%**
8 A	Ohio Valley	526.7	445.9	5,939	2,376	81.0	76.2
8 B	Buckeye Hills-Hocking Valley	242.6	219.0	5,692	2,305	77.7	73.9
8 C	Ohio Mid-Eastern	493.3	464.9	6,403	2,572	87.4	82.5
	Pennsylvania	**5,994.2**	**5,930.5**	**$6,770**	**$2,790**	**92.4%**	**89.5%**
9 A	Northwest Pennsylvania	764.4	733.0	6,571	2,685	89.6	86.1
9 B	North Central Pennsylvania	245.3	231.5	6,100	2,426	83.2	77.8
9 C	Northern Tier	174.6	157.0	5,571	2,424	76.0	77.7
9 D	Northeastern Pennsylvania	907.8	873.9	6,121	2,625	83.5	84.2
9 E	Southwestern Pennsylvania	2,781.7	2,875.1	7,501	3,018	102.3	96.8
9 F	Southern Alleghenies	503.0	490.4	6,019	2,509	82.1	80.4
†9 G	SEDA-COG	617.4	569.6	5,897	2,515	80.5	80.6
	South Carolina	**791.9**	**656.3**	**$6,473**	**$2,571**	**88.3%**	**82.4%**
10 A	SCACOG	791.9	656.3	6,473	2,571	88.3	82.4
	Tennessee	**2,073.8**	**1,734.5**	**$5,983**	**$2,340**	**81.6%**	**75.0%**
11 A	Upper Cumberland	241.6	193.7	5,092	1,852	69.5	59.4
11 B	East Tennessee	845.1	701.0	6,143	2,374	83.8	76.1
11 C	First Tennessee-Virginia	418.1	359.4	5,804	2,305	79.2	73.9
*11 D	South Central Tennessee	70.3	59.9	5,876	2,310	80.2	74.1
11 E	Southeast Tennessee	498.7	420.5	6,308	2,543	86.1	81.5
	Virginia	**549.9**	**470.3**	**$5,614**	**$2,050**	**76.6%**	**65.7%**
12 A	LENOWISCO	99.6	84.8	5,171	1,781	70.5	57.1
12 B	Cumberland Plateau	140.1	112.5	5,564	1,826	75.9	58.5
12 C	Mount Rogers	181.1	159.4	5,620	2,104	76.7	67.5
*12 D	New River Valley	64.6	56.1	5,660	2,432	77.2	78.0
*12 E	Fifth District	55.7	49.7	6,380	2,417	87.0	77.5
*12 F	Central Shenandoah	8.8	7.7	6,156	1,999	84.0	64.1
	West Virginia	**1,949.6**	**1,744.2**	**$6,179**	**$2,333**	**84.3%**	**74.8%**
13 A	Region 1	275.4	238.5	5,795	2,038	79.1	65.3
13 B	Region 2	291.6	266.8	5,958	2,254	81.3	72.3
13 C	B-C K•P (Region 3)	311.3	291.6	7,183	2,651	98.0	85.0
13 D	Gauley	145.8	122.7	5,300	1,904	72.3	61.0
13 E	Mid-Ohio Valley	179.6	160.4	6,267	2,405	85.5	77.1
13 F	Region 6	273.0	243.8	6,099	2,372	83.2	76.0
13 G	Region 7	118.5	103.5	5,153	1,855	70.3	59.5
13 H	Region 8	70.3	59.3	5,208	2,015	71.0	64.6
13 I	Eastern Panhandle	87.8	66.2	6,300	2,425	86.0	77.8
13 J	Bel-O-Mar	124.9	121.4	6,751	2,736	92.1	87.7
13 K	B-H-J (Region 11)	71.5	70.2	7,569	2,954	103.3	94.7

* Data are only for the part of the district included in the Appalachian Region.

† Includes Perry County, Pennsylvania.

Source: 1980/79 data from 1980 Census of Population, advance county data prepared for the Office of Revenue Sharing, U.S. Department of the Treasury.
1970/69 data from 1970 Census of Population as revised in revenue-sharing data series.

Poverty Status of Household Population† in Appalachia

By State and Local Development District
1980 and 1970 Censuses

LDD Code	State and Local Development District	Total (in thousands)	1980 Household Population Number below Poverty Level (in thousands)	Percentage below Poverty Level	Index of Poverty Population	1970 Household Population Number below Poverty Level (in thousands)	Percentage below Poverty Level	Index of Poverty Population
	United States	**220,845.8**	**27,382.7**	**12.4%**	**100.0**	**27,125.0**	**13.7%**	**100.0**
	Appalachian Region	**19,767.0**	**2,770.9**	**14.0%**	**113.1**	**3,228.0**	**18.1%**	**132.3**
	Alabama	**2,382.0**	**394.7**	**16.6%**	**133.6**	**463.3**	**22.1%**	**161.4**
1 A	Northwest Alabama	212.6	33.0	15.5	125.3	41.2	22.8	166.8
1 B	North Central Alabama	180.2	30.1	16.7	134.7	34.8	22.4	163.7
1 C	Top of Alabama	406.5	63.4	15.6	125.7	71.3	20.0	145.7
*1 D	West Alabama	199.8	42.1	21.1	169.9	50.2	30.0	218.7
1 E	Birmingham Regional	902.8	139.5	15.5	124.7	163.6	20.2	147.3
1 F	East Alabama	438.4	79.0	18.0	145.4	93.1	23.7	173.3
*1 H	Central Alabama	41.6	7.6	18.2	146.6	9.1	28.0	204.6
	Georgia	**1,087.6**	**134.0**	**12.3%**	**99.4**	**136.0**	**16.9%**	**123.7**
2 A	Coosa Valley	350.8	46.4	13.2	106.8	48.5	16.2	118.6
*2 B	Georgia Mountains	219.3	31.1	14.2	114.2	35.3	20.4	149.2
*2 C	Chattahoochee-Flint	60.7	9.6	15.8	127.8	9.3	18.9	138.0
*2 D	Atlanta Regional	219.8	13.5	6.1	49.4	10.9	10.9	79.5
*2 E	Northeast Georgia	64.0	9.9	15.5	124.6	9.7	19.0	138.4
2 F	North Georgia	173.0	23.6	13.6	109.9	22.2	17.1	124.7
	Kentucky	**1,056.2**	**274.8**	**26.0%**	**209.8**	**334.4**	**38.8%**	**283.5**
*3 A	Buffalo Trace	26.6	7.4	27.8	224.4	7.6	32.1	234.3
3 B	FIVCO	139.0	25.3	18.2	146.7	27.8	22.9	167.5
*3 C	Bluegrass	128.8	28.6	22.2	179.3	28.8	26.8	195.7
3 D	Gateway	62.9	16.5	26.2	211.3	17.5	33.7	246.0
3 E	Big Sandy	180.7	40.4	22.4	180.4	54.5	40.8	297.8
*3 F	Lake Cumberland	148.0	44.6	30.1	242.8	50.7	41.2	300.5
3 H	Cumberland Valley	224.8	67.8	30.2	243.2	86.3	47.2	345.0
3 I	Kentucky River	133.2	40.7	30.5	246.2	56.1	53.0	386.7
*3 J	Barren River	12.2	3.6	29.1	234.8	5.1	44.1	321.8
	Maryland	**211.8**	**25.3**	**11.9%**	**96.3**	**30.2**	**14.8%**	**108.3**
4 A	Tri-County	211.8	25.3	11.9	96.3	30.2	14.8	108.3
	Mississippi	**472.3**	**104.5**	**22.1%**	**178.5**	**138.6**	**33.8%**	**246.5**
5 A	Northeast Mississippi	129.8	28.2	21.7	175.3	37.8	34.7	253.7
*5 B	Three Rivers	173.0	31.8	18.4	148.4	43.2	28.9	210.7
5 C	Golden Triangle	159.5	40.8	25.6	206.1	52.0	36.6	267.0
*5 D	East Central Mississippi	10.1	3.8	37.2	300.0	5.6	56.1	409.8
	New York	**1,031.5**	**124.2**	**12.0%**	**97.1**	**116.9**	**11.5%**	**83.8**
6 A	Southern Tier West	271.8	34.1	12.5	101.2	32.7	12.3	89.5
6 B	Southern Tier Central	209.1	24.1	11.5	92.8	25.2	11.8	86.1
6 C	Southern Tier East	550.7	66.0	12.0	96.7	59.0	11.0	80.1
	North Carolina	**1,187.3**	**164.0**	**13.8%**	**111.4**	**190.4**	**18.8%**	**137.0**
7 A	Southwestern North Carolina	131.4	24.7	18.8	151.5	27.3	24.4	178.0
7 B	Land-of-Sky	253.8	34.4	13.6	109.5	41.2	18.8	136.9
*7 C	Isothermal	100.5	13.1	13.0	105.1	16.0	17.9	131.0
7 D	Region D	160.0	29.5	18.4	148.7	37.1	27.4	200.4
*7 E	Western Piedmont	161.4	16.1	10.0	80.6	17.9	13.5	98.5
7 I	Northwest North Carolina	380.2	46.2	12.1	98.0	51.0	15.6	114.0

LDD Code	State and Local Development District	1980 Household Population Total (in thousands)	Number below Poverty Level (in thousands)	Percentage below Poverty Level	Index of Poverty Population	1970 Household Population Number below Poverty Level (in thousands)	Percentage below Poverty Level	Index of Poverty Population
	Ohio	**1,234.1**	**159.2**	**12.9%**	**104.0**	**176.4**	**16.0%**	**116.9**
8 A	Ohio Valley	516.3	73.5	14.2	114.7	79.5	18.2	132.5
8 B	Buckeye Hills-Hocking Valley	231.9	33.2	14.3	115.4	47.6	16.6	121.2
8 C	Ohio Mid-Eastern	485.9	52.6	10.8	87.3	49.3	13.1	95.5
	Pennsylvania	**5,847.2**	**586.6**	**10.0%**	**80.9**	**663.9**	**11.4%**	**83.6**
9 A	Northwest Pennsylvania	740.5	73.6	9.9	80.1	77.1	10.9	79.3
9 B	North Central Pennsylvania	242.2	24.4	10.1	81.3	31.7	13.8	100.9
9 C	Northern Tier	170.9	23.1	13.5	108.8	22.4	14.6	106.4
9 D	Northeastern Pennsylvania	890.3	88.0	9.9	79.7	100.0	11.6	84.9
9 E	Southwestern Pennsylvania	2,729.3	252.6	9.3	74.6	299.1	10.6	77.3
9 F	Southern Alleghenies	491.2	55.4	11.3	90.9	62.2	12.9	94.5
††9 G	SEDA-COG	582.9	69.6	11.9	96.3	71.4	13.2	96.1
	South Carolina	**770.3**	**96.8**	**12.6%**	**101.3**	**104.0**	**16.2%**	**118.4**
10 A	SCACOG	770.3	96.8	12.6	101.3	104.0	16.2	118.4
	Tennessee	**2,029.8**	**337.3**	**16.6%**	**134.0**	**381.1**	**22.4%**	**163.6**
11 A	Upper Cumberland	236.7	47.7	20.2	162.6	57.0	29.9	218.5
11 B	East Tennessee	826.8	138.9	16.8	135.5	153.4	22.4	163.6
11 C	First Tennessee-Virginia	410.2	66.1	16.1	130.0	75.5	21.4	156.6
*11 D	South Central Tennessee	68.9	10.5	15.3	123.2	12.9	22.0	160.5
11 E	Southeast Tennessee	487.3	74.0	15.2	122.5	82.1	19.8	144.8
	Virginia	**542.7**	**82.7**	**15.2%**	**122.9**	**113.2**	**24.4%**	**178.3**
12 A	LENOWISCO	98.8	19.8	20.0	161.4	28.7	34.0	248.4
12 B	Cumberland Plateau	138.9	22.3	16.1	129.6	32.7	29.3	213.8
12 C	Mount Rogers	177.3	26.1	14.7	118.9	32.6	21.0	153.2
*12 D	New River Valley	64.0	7.8	12.2	98.6	9.2	16.6	121.2
*12 E	Fifth District	55.0	5.5	9.9	79.9	7.9	16.0	116.8
*12 F	Central Shenandoah	8.6	1.2	13.5	109.0	2.2	28.3	207.0
	West Virginia	**1,914.1**	**286.8**	**15.0%**	**120.8**	**380.1**	**22.2%**	**162.4**
13 A	Region 1	271.8	46.9	17.3	139.2	64.4	27.3	199.6
13 B	Region 2	287.6	49.0	17.0	137.5	68.9	26.3	192.2
13 C	B-C-K-P (Region 3)	309.0	36.1	11.7	94.2	53.9	18.6	135.8
13 D	Gauley	143.6	24.6	17.1	137.9	36.3	29.9	218.3
13 E	Mid-Ohio Valley	177.1	24.2	13.7	110.4	29.4	18.6	135.9
13 F	Region 6	265.0	40.9	15.4	124.6	45.7	19.4	141.9
13 G	Region 7	113.7	21.4	18.8	151.8	31.0	31.7	231.8
13 H	Region 8	69.1	12.0	17.3	139.7	15.6	26.8	195.3
13 I	Eastern Panhandle	85.3	12.0	14.1	113.4	11.0	17.0	124.2
13 J	Bel-O-Mar	121.6	13.8	11.4	91.9	17.8	15.1	110.1
13 K	B-H-J (Region 11)	70.3	5.8	8.2	66.4	6.2	9.0	65.7

* Data are only for the part of the district included in the Appalachian Region.

† Household population excludes people living in group quarters such as mental or correctional institutions, nursing homes, boarding or rooming houses, military quarters and college dormitories.

†† Includes Perry County, Pennsylvania.

Source: U.S. Bureau of the Census, 1980 and 1970 Census of Population, Fourth Count. 1980 data from special county tabulations prepared by the Bureau of the Census; 1970 data from Fourth Count computer tabulations. Compilation and calculation of LDD data by ARC staff.

USTA Gives a Lift to the Elderly and

By William J. Nagle

A three-year-old had a birthday party on a chilly October evening in the central Pennsylvania town of Mifflinburg.

The birthday "child" is a rural bus system which was started in 1979 to serve the elderly, the poor and the handicapped in the two counties of Union and Snyder. The counties, covering 650 square miles, border the Susquehanna River about 50 miles north of Harrisburg (see map on page 28).

Painted on the side of each of the system's 15 tan vehicles—11 vans, two minibuses, a station wagon and a jeep—is its dark brown logo, USTA—for Union-Snyder Transportation Alliance.

The USTA office staff and drivers had reason to celebrate as they gathered to eat a huge birthday cake:

- At three USTA is considered one of the healthiest of the rural consolidated transportation systems in Pennsylvania.
- It has logged more than a million miles on the roads that wind along the Appalachian ridges and valleys of the two counties, with 90,000 separate trips made this past year.
- Last July, by opening its system to the general public, USTA made itself eligible to use Pennsylvania state lottery funds to cover three-fourths the fare of a citizen aged 65 or over to ride to a doctor's office, a drug store, a grocery or anywhere else.
- The commissioners of the two counties that oversee USTA like its "business-like approach."

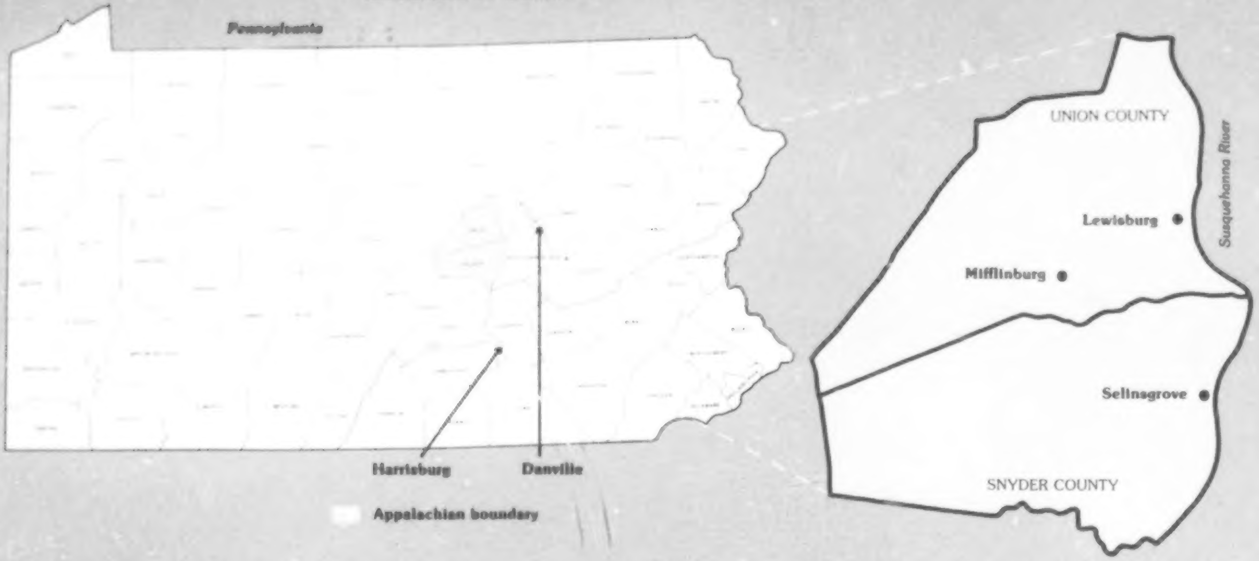
William Nagle, formerly administrator of the Rural Development Service of the U.S. Department of Agriculture, is a freelance development specialist.

Poor

Egon Weck

Irene Culp is one of the USTA drivers whose courtesy and consideration mean a lot to elderly passengers.

Location of USTA



- The 22 human service agencies whose clients it serves are satisfied that USTA is meeting its goal of serving what they term "the transportation disadvantaged."
- The taxpayers are pleased that the consolidated system provides necessary transportation at a lower cost.

USTA's riders talk not about its efficiency, nor its sophisticated use of a computer that logs and bills each ride, nor its modern mobile radio communication system, but rather about dispatchers who are unfailingly courteous and drivers who are kind and who call each of their riders by name.

The Need

USTA and the systems like it are addressing one of the issues long recognized as a major problem in rural areas: isolation. One government report points out that "over 57 percent of the rural poor and 45 percent of the rural elderly do not own an automobile, contributing further to their isolation and immobility, not only from jobs, but from vital social services as well." The human service agencies in Union and Snyder counties have recognized for a long time that they cannot furnish the services and programs vital to their elderly and low-income clients in this rural setting— services like the nutritious meals at the senior citizen center, or medical care—unless they can manage to transport their clients to the sites of the services.

Before the advent of USTA, each agency managed this on its own, with the result that trips from different agencies duplicated routes, vehicles did not carry cost-efficient loads and the cost per client per trip was high. USTA's network has consolidated schedules, eliminated duplication and overlap and thereby reduced costs.

On a USTA minibus taking riders to a senior-citizen nutrition center at the Union County Courthouse in Lewisburg, the first stop was for Joyce King. This was one of the six senior-citizen runs USTA makes every morning and afternoon to serve centers in the two counties. Driver Harvey Sanders, as he got out of the bus to ring her door bell, explained that Mrs. King's eyesight was bad. When she didn't respond to her bell, he waited on the porch with a concerned look on his face. Mrs. King's daughter arrived from a neighboring house to explain her absence. A relieved Harvey Sanders said that if he had had no response, he would have asked the staff of the nutrition center to check on her, or used his mobile radio to ask his dispatcher to check with relatives. He said USTA can switch over to an emergency radio system that can quickly bring police or medical assistance if needed.

Sanders, retired from Gulf Oil, has driven for USTA from its beginning. He quite obviously enjoys driving for the people who ride with him. He and the other drivers (7 full time and 20 part time and back-up) are paid between $3.50 and $4.00 an hour depending on length of service. A few drive as many as ten hours a day. Many of the back-up drivers use their own vehicles.

Sanders had already made his 8:15 a.m. run to a sheltered workshop for the mentally retarded, called Suncom Industries, in an adjoining county. Mental Health and Retardation was one of the agencies that did not have a

All photos in this story by Egon Weck

Susan Travis is USTA's executive director.

means of its own to transport clients before USTA was created. From the friendly bantering that went on between Sanders and his riders to Suncom and among the riders themselves, it was clear that the bus ride itself provided part of the day's enjoyment for the riders, who ranged in age from 20 to 46. As each boarded the bus, the other passengers introduced the newcomer to the visitor.

One of the riders was Mary Ellen. Later in the morning her father, Lloyd Mook, interviewed at the senior-citizen nutrition center, explained that it was the availability of the USTA service that made it possible for Mary Ellen to go to the sheltered workshop. She and the others are paid for whatever work—usually small-part assembly—they are capable of performing. Before USTA was created, if he wanted to go to the senior-citizen center, he had to take his adult daughter with him. The following Wednesday he was planning to board a USTA van for a different kind of trip—to shop for fresh fruit and vegetables at the farmers' market.

Back at USTA's main office in Mifflinburg, Jim Eaton, operations manager, had put down his radio microphone and was talking with Peg Hornberger, assistant manager, who had just hung up her telephone. Seems Earl Strasser needed to go the next day to a grocery store. The two quickly agreed to waive the usual rule requiring a two-day notice for what USTA terms a "demand-responsive" request because "Earl must have missed his usual ride to the store with a neighbor and he won't have any food in the house." They talked about Earl with the same intimate knowledge and concern they might have used for their own uncle.

The Fare System

Most of USTA's trips are what it terms "center based." On such a trip six or more persons within a reasonable distance of each other or along an established route are either scheduled to arrive at the same destination at the same time or to leave the same destination at the same time. The trips Harvey Sanders made to the sheltered workshop and later to the senior-citizen nutrition center were center-based trips.

USTA contracts each year with a number of agencies (see current list on page 36) to furnish transportation to a specific destination or destinations for their clients—people entitled under the agencies' regulations to free transportation. The Area Agency on Aging, for example, is legally allowed to provide transportation for elderly county residents aged 60 or over to the senior-citizen nutrition center. Charges for these trips are based on what USTA estimates it costs to provide the transportation. Drivers have lists of all eligible clients and keep track of each trip made by each such person to and from each destination. These passengers do not pay a fare, but the agencies responsible for their trips are billed monthly by USTA.

USTA has contracts with these agencies through June 30, 1983. It expects that the contracts will be renewed at that time for a further period, since the agencies recognize that they must build transportation costs into their budgets, or their clients will not be able to take advantage of the services offered.

As a matter of fact, USTA's problems seem to lie more in the opposite

Some of USTA's elderly riders perform valuable community volunteer services such as teaching reading in special education classes, as at the Laurelton school and hospital below.

Sharon Jones was USTA's executive director for two years.

direction—that is, as the system becomes better known, it is constantly being asked to serve more and more agencies. USTA is happy to add more clients to its service but wants to have enough time to draw up realistic schedules and charges that reflect the true costs of service. Fulfilling last-minute requests, as it is sometimes urged to do, would not fit in with good management practices.

Agencies also often cover the fare of their clients on demand-responsive trips, which are preferably scheduled so that 2-5 people can be picked up within a reasonable distance of each other and then travel to the same destination. Earl Strasser's $3 fare to the grocery store, for example, was paid by the Pennsylvania Department of Welfare, because of his low income. Charges for these trips, too, are covered by the contracts drawn up between USTA and the agencies.

For agency clients making trips not eligible for agency funding (trips to the library, beauty shop or visiting, for instance) or for trips by the public, USTA has divided the area into eight zones. One-way fares range from a

Pennsylvania Uses Lottery to Aid Elderly

Pennsylvania's lottery was set up in 1972 as a way of raising money to assist the elderly. About 40 percent of the total revenues from the lottery are distributed to the state's programs for the elderly, with the rest distributed as prizes (47 percent) or paying the costs of running the lottery (13 percent). In the ten years since it began, the lottery has raised $1.2 billion for Pennsylvania's senior citizens.

Three programs are currently funded by the state lottery: the mass transit program, the property tax and rent rebate program and the older persons inflation dividend program. In fiscal year 1981-82, $185 million in lottery proceeds was distributed to these programs.

The mass transit program enables senior citizens, by showing their Medicare cards, to ride free on fixed-route public transportation and at one-fourth fare on non-fixed-route public transportation. The program is administered by the state's department of transportation, which reimburses transit companies for the rides.

The property tax and rent rebate program provides rebates of up to 100 percent, to a maximum of $500 a year, for senior citizens aged 65 and over, widows and widowers over 50 and permanently disabled persons aged 18 and over. Rebates are paid on a sliding scale, according to income, to those whose yearly income is under $12,000 per household. The program is administered by the state's department of revenues.

Under the inflation dividend program, all persons eligible for the property tax and rent rebate program receive a check for $30-$125 each December. The amount of the dividend depends on the recipient's income and may be used for any purpose the recipient chooses. The inflation dividend program is also administered by the department of revenues.

Lottery proceeds are deposited in a special fund and distributed to the programs through the governor's office. Administering officials in the departments of transportation and revenues submit budget requests, and the funds are then allocated on the basis of the requests and the amount of money available.

minimum of $3 within one of the small zones to $7 anywhere in the two-county area. These fares are collected in locked cash boxes by the drivers.

Citizens 65 and over, however, pay one-fourth of those rates for nonessential trips on nonfixed routes. The remainder of their fares is now subsidized by the Pennsylvania Department of Transportation with funds from the state lottery, USTA having become eligible in July when it opened its vehicles to the public. In Pennsylvania all lottery proceeds go to assist the state's elderly, with some of these funds being allocated to transportation. The fare subsidy, known as revenue replacement, also covers the total cost of fixed-route trips for people 65 and over when these are not covered by specific agencies. USTA's center-based system is not considered a fixed-route system since it changes from day to day depending on what people are picked up where. USTA therefore receives only the 75 percent subsidy for nonfixed routes.

In addition to the fare subsidy, USTA has also received lottery funds under a one-time program called new/expanded service, to expand its services so that it could better meet the public transportation needs of the elderly. See the box on page 31 for details on the lottery program.

A frequent use of USTA vehicles is to take people to medical appointments. In addition to daily trips to doctors' offices and the area's one hospital, USTA now makes runs four days a week outside the two counties to Geisinger Medical Center in Danville, 50 miles from USTA headquarters in Mifflinburg.

Each day's trip leaves from a different area in the counties, and people are asked to schedule their Geisinger appointments on the day of a scheduled trip from their area.

Union and Snyder counties are not target counties in the ARC health finish-up program because, except for one service area in Snyder County, they are not classified as areas with health manpower shortages (see article on page 8). In other words, primary health care is generally available to residents. What they lack is a large center like Geisinger with the specialists and sophisticated equipment that are especially useful for the kind of chronic ailments that afflict the elderly and the physically handicapped. USTA makes it possible for the residents of Union and Snyder to use the outpatient services of Geisinger.

USTA subcontracts some of its agency trips. In parts of the two counties where private carriers exist, it is sometimes more economical to funnel needed service to these carriers than to divert USTA vehicles for this or to acquire additional USTA vehicles. In addition, this builds good will for USTA and convinces private carriers that USTA is not out to drive them out of business.

Becoming Self-Sufficient

For those attending USTA's birthday party a special cause for celebra-

One of USTA's regular destinations is the senior citizen nutrition center at Lewisburg.

(ABOVE) Sandra Richard is hard at work entering USTA trips into the computer.
(BELOW) Dave Funk (left) and Nick Zimmerman of Zimmerman's Exxon in Mifflinburg are among the mechanics who do regular maintenance on USTA vehicles.

tion was that the toddler at three is walking (and driving) on its own. The Appalachian Regional Commission had provided seed money for the purchase of the vans, for the radio system, the computer contract and for some of the other start-up capital costs. The total ARC grant has amounted to $240,000 over three years, with the amount diminishing each year and USTA succeeding each year in raising a larger proportion of its costs from state and local sources. Starting in September 1982, USTA began to operate with no ARC subsidy, as the executive director had told Charles E. Pixton, ARC project coordinator, it would.

USTA's annual budget for October 1, 1981, through September 30, 1982, appears on page 34. In some ways, this budget does not accurately reflect the organization's current income, since it does not now get an ARC subsidy but does receive money from the Pennsylvania lottery (in fact, about four times the amount listed, since this was the sum received for one-quarter of a year). In addition, costs had been carefully figured during the course of the previous year, and charges to the agencies were increased in July, before the new contracts were signed, to allow for the loss of the ARC funds. These increases only show up for one-quarter of the year covered by the budget, so that trip fees from the agencies will be higher than this budget would indicate.

Applicants for demonstration grants commonly make the promise that USTA made in its first application to ARC, that after initial help, they will be able to manage alone. Not all are able to say with USTA: "Thanks for the help; we can do it on our own now."

Sharon Jones, who just took another job in the Head Start program after two years as USTA's executive director, talked about how crucial the ARC grant was in "defraying the risk." She said that although the county commis-

sioners were very supportive from the beginning, it was the ARC grant that gave them confidence that the enterprise would not end in a financial disaster.

Jones herself is credited with having played a major role in assuring USTA's financial stability. Under her tenure, USTA switched from usual depreciation methods to the calculation of actual replacement costs—a sensible move but not a common one with nonprofit institutions. She then negotiated new contracts for increased rates with all the user agencies so that replacement costs and other anticipated expenses could be met. USTA now has a sinking fund for capital equipment acquisition of around $30,000.

Dissatisfied with her first computer contractor, Jones proved that with diligent shopping a small nonprofit agency can find the computer service it needs. She arranged a new computer contract with the Central Susquehannah Intermediate Unit, a regional agency which provides special programs and services to area school districts. Last July all the billing and accounting functions were switched over to the computer, thus saving one staff position. The computer system generates all of USTA's billing to various agencies for client rides and handles payment and check writing to vendors. The computer service is producing all this work at less than it had cost USTA for basic check-writing service at a local bank. The computerization of the accounting gives significant data retrieval capabilities to the agency—a particularly useful capability as USTA puts into effect a series of zone fares for its service. Under exploration is the possibility of using data generated from trip sheets for route scheduling and planning purposes.

Why USTA Is Succeeding

USTA is a branch of the Union-Snyder Office of Human Resources (OHR) in Selinsgrove. OHR is one of two community action programs in Pennsylvania that began as public bodies under the control of the county commissioner. Commissioner Robert Donehower of Union County currently chairs the so-called Joinder Board of Commissioners that is responsible for both USTA and OHR. The newly appointed USTA director is Susan Travis. As Sharon Jones did, she doubles as executive director of USTA's parent agency, the Office of Human Resources.

Commissioner Donehower attributes the success of the transportation system to several factors: that the county commissioners of both parties in the two counties work in harmony, that they have been very fortunate in their selection of executive directors, and that there has been excellent cooperation among the agencies that use the system.

SEDA-COG (the Susquehannah Economic Development Association—Council of Governments), an ARC-funded local development district, assisted in the year-long planning

USTA Annual Budget

October 1, 1981-September 30, 1982

Income	
Trip fees	
From agencies	$172,093.85
Title XX (low income)	22,466.73
Pennsylvania lottery revenue replacement*	14,029.23
Adult Services Block Grant* (replaced Title XX July 1)	4,996.15
Fares paid by public*	787.96
Total trip fees	$214,373.92
ARC grant (concluded September 30, 1982)	$ 50,630.00
Pennsylvania lottery vehicle purchase* (one-time grant)	36,000.46
Community Services Administration (grant to serve low-income people)	28,536.00
Interest on bank account	3,217.63
Total	**$332,758.01**

Expenditures	
Personnel	$179,505.32
Vehicle costs (gas, tires, maintenance, repair, insurance)	67,092.23
Vehicle purchase	36,675.21
Purchase of back-up travel from existing private carriers	25,434.91
Communications	7,482.52
Space cost (rent and utilities)	6,974.30
Office supplies and equipment	4,398.16
Consultant/data processing	4,281.73
Other (including staff development)	532.17
Total	**$332,376.55**
Net plus balance	**$ 381.46**

*These sources became available July 1, so that the income from them represents a three-month period only.

effort that preceded USTA's operational start, and helped USTA apply for the ARC grant. Bob DeVine, SEDA-COG's transportation analyst, serves on USTA's steering committee. Bob Hormell, assistant executive director of SEDA-COG, attributes the success of the enterprise to "good leadership from the county commissioners" and "a very competent staff that approached the effort in a very businesslike fashion."

Nancy Rorem, formerly executive director of the Office of Human Resources, is credited by Hormell, DeVine and others as being the prime mover and chief catalyst in the creation of USTA. Interviewed by telephone in Harrisburg where she now works as a special assistant in policy, planning and evaluation in the Office of the Secretary of the Pennsylvania Department of Welfare, Rorem acknowledged that the creation and operation of USTA was one of the most satisfying efforts in which she had ever been involved.

"It was a consensus process from the beginning," she said. A service provider committee, which she chaired, brought together most of the human service agencies in the two-county area. In a needs assessment the committee made, in which 200 people were interviewed, transportation emerged as a key problem. The year-long planning effort which evolved from those discussions and which she supervised became an important element in the consensus building. Each month the committee reviewed the progress of the planning and ironed out difficulties and disagreements. Rorem in turn kept the county commissioners involved and fully informed.

All of USTA's supporters and observers stress the importance of the long planning effort. Ed Mervine, the first operations manager, has had broad experience with organizations like USTA. He has seen some systems succeed and others fail, and stresses that the human service agencies in the area "had a track record of working together before they tried to start a company."

Citing an example of an effort that did not succeed, Mervine described a county transportation system that initially ignored the human service agencies and started with a public system. He said they had focused on the wrong clientele. Many rural people have access to transportation—usually their own automobiles. It is precisely the elderly, the poor and the others who lack private means of transportation that most need such a system. (In support of Mervine's contention, USTA's current executive director estimates that although USTA has recently gone public, only about five percent of its users will probably come from the general public.)

Mervine points out another reason for USTA's success. Pennsylvania has made a greater commitment to transportation—both rural and urban—than have most other states. The Pennsylvania Department of Transportation is very supportive of systems such as USTA. And the subsidy from the state lottery is of major importance to USTA.

The SEDA-COG officials believe that the cooperation of the human services agencies was all-important. As a prime example, when USTA became operational, the Area Agency on Aging turned over six of its vehicles to USTA. This agency and the elderly who travel each week day to one of its six senior-citizen nutrition sites are the biggest users of USTA. The pooling of resources by the larger agencies has brought significant benefits to other agencies that didn't have any vehicles.

Attention to Detail

As another example of the policies that make USTA a success, each month the USTA operations staff joins the six nutrition site directors to resolve any problems that might have arisen over transportation and to plan for the next month.

Close supervision like this is a USTA hallmark, one in evidence in all phases of the operation. In addition to keeping close track of the drivers' records, the operations manager keeps a tight check on repair costs. Regular maintenance of the vehicles is a given. The result is that USTA is receiving more miles of service from its equipment than was originally thought possible. Equipment retirement will probably occur at the 100,000-mile mark or four years, rather than the three-year period originally envisioned.

Sharon Jones says that USTA has been satisfied with the maintenance its vehicles have received from individual repair shops. These vendors are usually located near where the vehicles are housed during the night so that emergency repairs can be done before the next morning's run. Having a number of vendors in the county has worked to USTA's advantage because a bus or van that breaks down can be taken to any authorized repair shop in the area.

In more than 30,000 hours of operation, equipment and drivers have been involved in only one major accident. Drivers are instructed in CPR and other emergency first-aid procedures.

All three of the women who have supervised USTA—Nancy Rorem, Sharon Jones and Susan Travis—put great emphasis on the human side of the transportation alliance. The courtesy and kindness of staff and drivers that are so often remarked on by its riders are no accident. On the trip to the nutrition center, when Harvey Sanders picked up a woman rider who must rely on a cane to help her get around, he stepped out of the bus and went up to her door to help her down the steps. It's not surprising that she commented, "I *do* like the USTA drivers. They're always so courteous."

Rorem said that from the time USTA recruited its first employee, there was an effort to find, not just people who could drive, but people who evidenced a caring concern for other people. She said drivers and office staff have always prided themselves on being "community helpers with a care-taking attitude." A USTA driver with at least an hour's lag in his or her schedule must volunteer at one of the community service agencies to be paid by USTA for this layover time; at least five agencies are benefiting from this help at present.

Susan Travis, who became familiar with USTA in an earlier job in the program for the aging, before her recent appointment as executive director, talked of the "humanizing effect" that the consolidated system has had on its riders. She said some of the elderly who occasionally share rides with low-income people or with the mentally handicapped have become more aware of the needs of other people. "And a lot of the people who ride the vans have come to take care of each other," she added. She sees USTA as a truly human network that is helping to bring the people of the two counties together. As a woman rider remarked on a trip to the nutrition center, "I live by myself, and without USTA I couldn't get out and see my friends the way I do at the center."

The Lessons of USTA

On October 1 ARC embarked on a three-to-five year finish-up program (see *Appalachia*, July-October 1982, p. 1). Many projects that have been eligible for funding in the past are no longer eligible for ARC funding under this new slimmed-down program. Except in rare cases within counties identified as distressed in the finish-up program, rural transportation projects are among those no longer fundable.

The ARC seed money was important in getting this project started, but what has made it a success are the careful planning and good administration of the project directors, the enthusiastic backing of the county commissioners and the wholehearted cooperation of the local agencies. While the state of Pennsylvania offers substantial help through its lottery, other states also support rural transportation through various other strategies.

USTA has shown that even in a period of severe budget constraints, it is possible for a project to find other funds to enable it to continue to operate once ARC support is withdrawn. For Susan Travis and all the staff and drivers who attended USTA's third birthday party, the challenge is how to keep USTA the efficient and productive enterprise it is without losing the human touch that has made it so special.

Human Services and Organizations Served by USTA

Area Agency on Aging
Bureau of Vocational Rehabilitation
Central Susquehanna Intermediate Unit (regional school district agency)
Christ's Evangelical Lutheran Church (Sunday van rental)
Doctor's Convalescent Center (nursing home)
Foster Grandparent Program
Kelly Apartments (senior citizen complex)
Mental Health/Mental Retardation Programs:
  Association of Retarded Citizens
  Community Counseling
  Options (psychiatric day program)
  Partial Hospitalization (psychiatric day program)
Selinsgrove Area School District
Snyder County Board of Assistance
Snyder County Day Care
Snyder, Union, Mifflin Child Development, Inc.
Stayman Park Apartments (senior citizen complex)
Suncom Industries (sheltered workshop)
Sun Home Health Services
Union County Board of Assistance
Union County Children and Youth
Union County Day Care
Union County Probation and Parole

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International Steam Coal Trade Analysis: Presents ICF's forecast and analysis of the international market for imported steam coal and the potential U.S. share in this market, particularly for Appalachian producers.

Guidebook for Coal Use in Industrial Boilers: Contains information on economics of using coal versus oil and gas, technical and operational considerations in coal use and environmental factors. This guidebook is designed to be of assistance to small- and medium-sized industrial plants in making a decision on switching to coal from oil or gas as a source of fuel for boilers.

Coal Export Financing: Contains information on banking services for exports; explains causes for different services among banks, financial instruments and collection methods, foreign exchange and currency, marine insurance; describes where to obtain additional information and help.

Transporting Export Steam Coal: Discusses transportation alternatives and handling procedures; provides information on costs associated with each element in the transportation network. Emphasis is on inland rail transportation from tipple to export points.

Steam Coal Import Requirements in Turkey, Egypt, Finland and Israel: Evaluates each of the four countries' current energy balances and energy policy goals; provides domestic coal production, electric utility and other steam coal demand, infrastructure considerations for steam coal use, coal ports and forecasts of steam coal import demand through 1995. This report supplements the earlier ARC report "International Steam Coal Trade Analysis."

These materials are available from

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A SUMMARY OF APPALACHIAN PROJECTS APPROVED AS OF SEPTEMBER 30, 1982

APPALACHIAN DEVELOPMENT HIGHWAYS — *Mileage*	*Corridor System*	*Access Roads*
Construction Completed or under Construction	1,863.8	745.8
Engineering and Right-of-Way in Progress	585.1	72.9

DEMONSTRATION HEALTH PROGRAM	*Number*	*Amount (in millions)*
Planning Grants	12	$ 14.1
Operating Health Projects	832	217.1
Health Construction Projects	224	89.1
Child Development	467	166.4
LAND TREATMENT AND EROSION CONTROL CONTRACTS	16,637	$ 18.4
MINE AREA RECLAMATION PROJECTS	91	$ 51.8

PUBLIC FACILITIES ASSISTED	*Number*	*Amount (in millions)*
Health Facilities	431	$102.1
Higher Education Facilities	243	62.6
Vocational Education Facilities	1,162	366.3
Libraries	174	21.3
Water Pollution Control	1,112	277.6
Airports	155	18.8
NDEA Grants to School Systems	76	7.1
Other	487	106.2
HOUSING PROGRAM		
Project-Planning (Loans)	120	$ 4.3
Site and Off-Site Development	237	18.4
State Technical Assistance	160	8.9
State Housing Agencies	50	32.7
Other	31	6.4